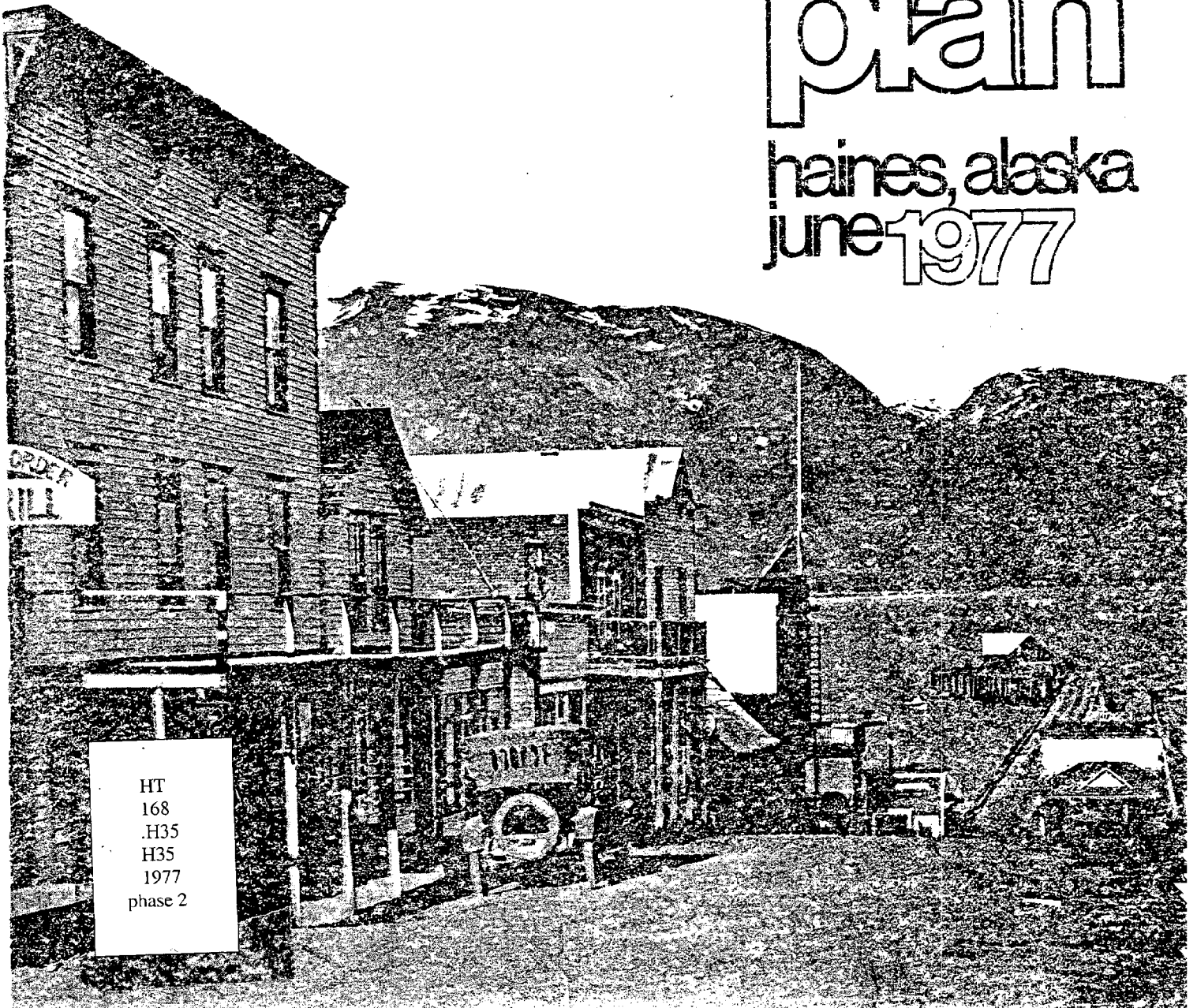


community development

plan

haines, alaska
june 1977



HT168.H35H35 1977 phase 2

HAINES COMPREHENSIVE PLAN

(Phase II)

This volume, together with the Haines Comprehensive Plan (Phase I) June, 1976, comprise the Comprehensive Community Development Plan of the City of Haines, Alaska.

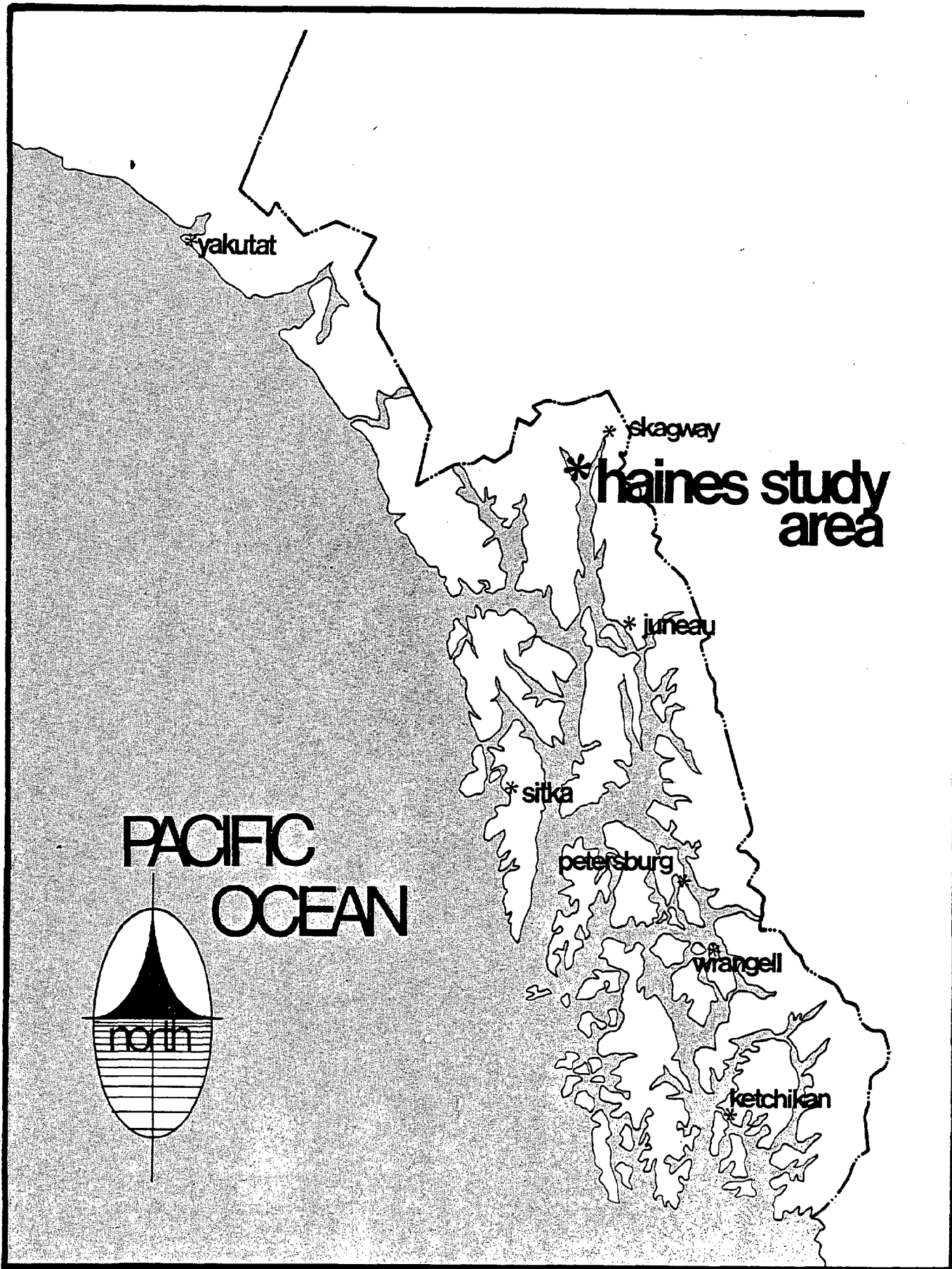
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June, 1977

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yakutat

* skagway

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area**

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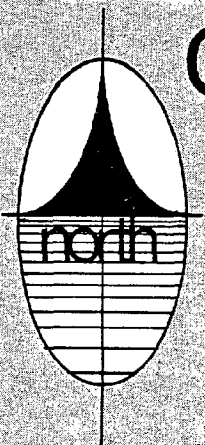
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**PACIFIC
OCEAN**



INTRODUCTION

Phase I of the Haines Comprehensive Plan was completed in June, 1976. The Phase I publication detailed the physical, social, economic and environmental factors that make up the community.

While the Phase I project was basically intended as an inventory of Haines' assets and liabilities, and an assessment of the community's economic base, active and enthusiastic public participation encouraged the Planning Commission to delve into the needs and desires of the people of Haines, and to explore some of the more pressing issues and opportunities facing the community.

The Phase I report, in addition to relating the background facts regarding the natural and man-made environment, provides a detailed look at the present status and future outlook of the public and private sectors of the Haines economy. Following a comprehensive analysis and evaluation section, the study summarizes the citizen input concerning community goals and objectives.

The community development plan presented in this (Phase II) report is the result of a nine-month planning project conducted by the Haines Planning Commission assisted by a professional planning consultant. Starting with the knowledge gained in the Phase I project, the community's stated goals and objectives have been subjected to additional public scrutiny and participation, and have been translated into recommended plans and policies with respect to land use and transportation, community facilities and services, and local government organization...in short, a 5 to 10 year guide to assist the community in achieving the development goals and objectives expressed by the citizens of Haines.



According to records in the Sheldon Museum, this photo, taken January 25, 1898 in front of the Spooner Hotel, shows the participants in a "citizens meeting for the purpose of drawing up rules to regulate the filing of lots at Haines Mission, and for other necessary purposes.

I. GOALS AND OBJECTIVES

Definitions

A GOAL is a broad, general statement of a desirable end. It is a target, or ideal to work toward. OBJECTIVES are more specific statements of intent. They establish direction toward a goal, and are capable of achievement within a foreseeable time span.

Haines is a community of contrasts...contrasts in lifestyle, and contrasts in attitude toward the community and its future directions.

One of the major tasks of a comprehensive plan is to present a balanced program of community development that recognizes the validity of these varied lifestyles and attitudes. It is critical that the statement of a community goal and the objectives that work toward its realization be generally acceptable to the majority of Haines citizens. These objectives then become the standards against which individual policies, programs and plans are measured to assure that they too meet the criteria of the people's needs and desires.

These goals and objectives should not be thought of merely as directions for local governmental action, but as a total community effort involving all segments of society in Haines. The City of Haines and the Haines Borough are limited by money as well as authority in their ability to accomplish these ends, but can, with the enthusiastic support of the private sector and the individuals and organizations that make up the community, provide leadership by the adoption of policies and programs which work toward their accomplishment.

Study group discussions, presentation at public meetings, Planning Commission deliberations and discourse with a number of Hainesites of different ages, backgrounds, interests, and beliefs provide the foundation for and support of the statements as reflective of a community consensus.

C O M M U N I T Y G O A L

TO MAINTAIN AND ENHANCE A QUALITY OF LIFE IN HAINES
THAT MAKES THE COMMUNITY A GOOD PLACE TO LIVE

Economic Development

GOAL

- A HEALTHY AND STABLE ECONOMY WHICH PROVIDES A BROAD RANGE OF EMPLOYMENT OPPORTUNITIES TO THE HAINES LABOR FORCE

OBJECTIVES

- ... Realize the full transportation potential of Haines through continued improvement and development of the Lutak and Port Chilkoot dock facilities, the Haines Airport, the Marine Highway and the road connection to the Yukon and Westward Alaska
- ... Encourage those governmental and private sector actions that will make timber processing a stable and viable economic endeavor in Haines
- ... Develop and promote activities that will attract travelers to extend their visits to Haines and strengthen the tourism sector of the economy
- ... Press for timely implementation of the State's development plans for the Chilkat State Park
- ... Encourage locally owned and operated fish processing facilities
- ... Continue to press for favorable consideration of the Alaska Highway route for the proposed Prudhoe Bay gas transmission line; and develop feasibility analysis regarding a spur to Haines

Social Development

GOAL

- A GOOD COMMUNITY IN WHICH TO LIVE, WORK, PLAY, AND RAISE FAMILIES

OBJECTIVES

- ... Continue to encourage a comprehensive educational system that includes academic, vocational, recreational, and community education programs for youth and adults

- ... Support and encourage expansion of library services
- ... Assist and encourage preservation of the historical assets of the community, including Native culture and artifacts, Fort William H. Seward, and the permanent home of the Sheldon Museum
- ... Improve day-care, health care, and other social services
- ... Develop broader year-round recreational opportunities for all age groups
- ... Assist and encourage arts, drama, and music activities in Haines and the development of the Chilkat Center as a focal point of cultural activity in the community
- ... Continue to work for improved social relations between the Native and non-Native peoples of the community

Community Services

GOAL

- THE FULLEST POSSIBLE RANGE OF DESIRABLE AND NECESSARY COMMUNITY FACILITIES AND SERVICES

OBJECTIVES

- ... Continue to develop and improve necessary public safety programs, facilities and services
- ... Rehabilitate, improve and maintain the local cemetery facilities
- ... Encourage improvement of intra-community communications systems
- ... Maintain and improve the water and sewer utilities as needed to adequately serve the residential, commercial, and industrial needs
- ... Seek increased efficiency and economy in local governmental operations

RECOMMENDATIONS

Economic Development

The transportation potential of Haines is considerable, and constitutes an important community asset. The City administration should strive for the fullest possible utilization of its Lutak Dock facility. Establishment by the City Council of a Haines Port Authority should be thoroughly

investigated, as such a body should be capable of promoting the facility in ways that might be inappropriate for the Council itself. Whether or not such a course of action is pursued, investigation should continue regarding the feasibility of acquiring the Port Chilkoot Dock and developing a cruise ship facility. Other transportation issues that will require City administration attention include urging the Alaska Division of Aviation to make needed airport improvements, and working with the Alaska Division of Marine Transportation to achieve better scheduling, longer stops in Haines, and use of the newly-acquired uplands at Lutak Inlet for fuel storage and vessel fueling facilities.

The viability of timber processing in Haines depends on the availability of timber at a stumpage cost that will allow the profitable export of cants and chips. For some time now, both the State of Alaska and the U. S. Forest Service have based the price of stumpage on the final price of pulp. This practice, along with the reluctance of the governmental agencies to open up areas near Haines for cutting, has badly hurt the economy of Haines through its impact on Schnabel Lumber Company; the community's largest private sector employer.

The Forest Service recently (February 16, 1977) held a public hearing in Juneau on a proposal for (1) dual pricing of stumpage (saw timber vs. pulp) and (2) conducting "set-aside" sales at which only qualified Small Business Administration bidders would be permitted to compete.

The adoption by the Forest Service of these policies is critical to the economic base of Haines, and it is recommended that all segments of the community join in a concerted effort to bring this matter forcefully to the attention of the U. S. Department of Agriculture and the State Department of Natural Resources.

Tourism is another potential for broadening the economic base of Haines, and one that deserves broad community support and effort. A continuing

program should be undertaken by the Chamber of Commerce to publicize the attractions of the area (Chilkat State Park, Bald Eagle habitat, sport fishing opportunities, hiking/mountain climbing experiences, Chilkat Dancers, Indian arts and crafts, Southeastern Alaska State Fair, etc.), and to encourage visitors to the community to stay long enough to enjoy these features. The increasing interest of Yukoners in visiting Haines should be nurtured, perhaps through promotional advertising in the Whitehorse newspaper. A "theme" for Haines might prove helpful, and certainly the encouragement of a community-wide "clean up - fix up - paint up" campaign would make for a more attractive Haines for residents and visitors alike, and might go far towards developing more pride in the community and its physical appearance.

The Haines fishery is generally healthy, steady, and of high value, and is considered among the most stable in Southeastern Alaska. Fish processing in Haines; most likely a cold storage facility, has been found by at least one feasibility study to be a viable potential.¹ The establishment of a processing industry should be given a high priority in economic development planning, and deserves the full support of the City of Haines and private interests in the community; as such a facility would create needed employment as well as helping to develop additional market potential for the Haines fishery.

Despite State government endorsement of the "all-Alaska" route, and Federal Power Commission recommendations for the Arctic Gas proposal, favorable consideration of the Alaska Highway route for a Prudhoe Bay gas transmission line remains a real possibility.

1. Feasibility Study for Establishing Seafood Processing and Cold Storage Facilities in Haines, Hoonah, Angoon and Kake, Alaska; Earl Combs Consulting Organization for the National Marine Fisheries Service, 1976.

Energy authorities state that a tremendous assured usage of natural gas is required to justify the high cost and massive red-tape involved in the construction of a subsidiary pipeline system from a major pipeline. Only the establishment of a major industrial complex would induce the companies involved to seriously consider a spur line to Haines. Whether or not a spur from an Alaska pipeline is feasible at this time, it is clear that the community would enjoy economic gains with respect to employment opportunities and its transshipment potential if an Alaska Highway pipeline is built. It is recommended that the community leaders; private sector as well as governmental, use all means possible to press for approval of this route as being consistent with national as well as local interests. The OEDP Committee should also develop an analytic study of the feasibility of a future spur gas line to Haines.

Social Development

The concept of community education has proven its value in Haines, and should be continued and developed to offer the broadest possible range of vocational, cultural and recreational programs to the people of the community.

A "sense of community" should be nurtured carefully in Haines, and there is no better way than to develop community-wide interest in and support for the cultural and historical assets which are the foundation of Haines.

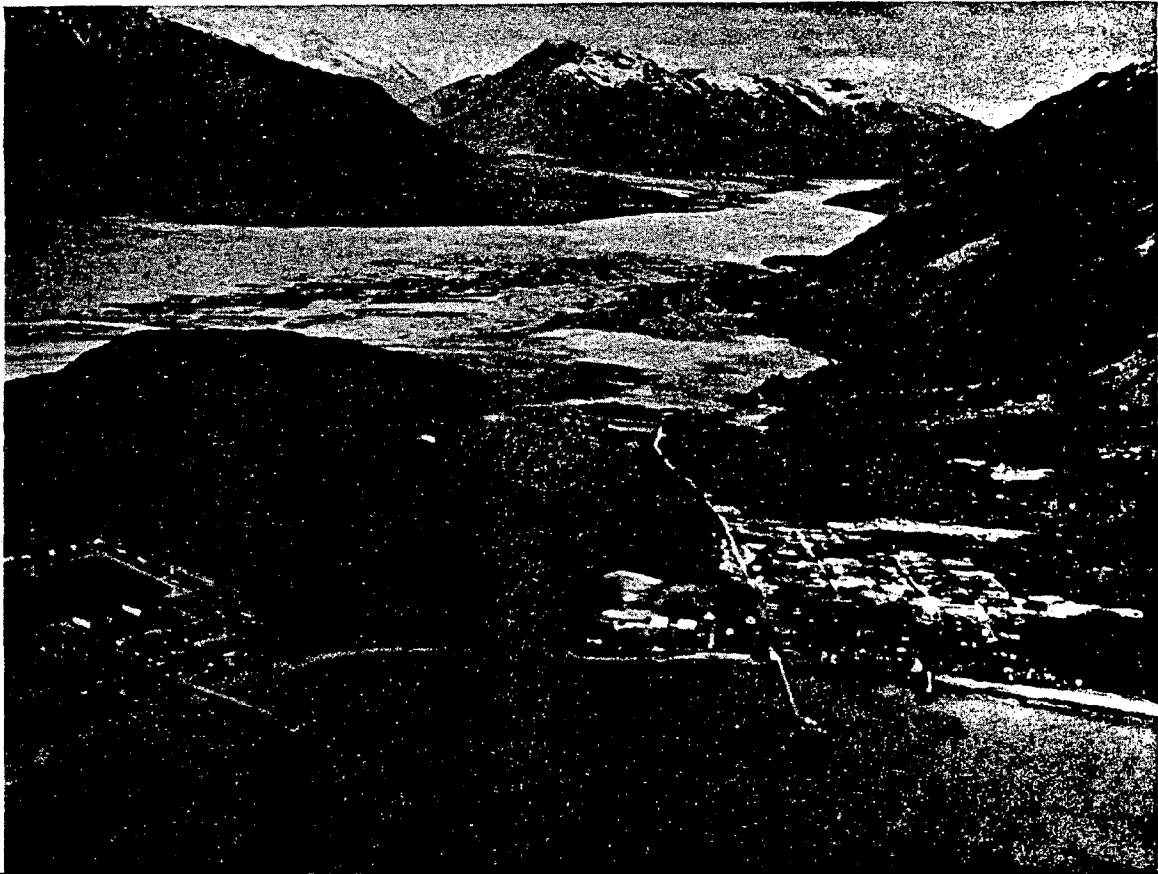
In addition to assisting in the achievement of Haines overall goal of enhancing the quality of life for the people of the community; such assets as Fort William H. Seward, the Sheldon Museum, Alaska Indian Arts, the Chilkat Center and other cultural and historical features and activities, will serve to make Haines a more interesting stop for visitors and tourists. It is recommended that civic and business organizations and local government give due consideration to these aspects of community life, and to their need for support, encouragement, and assistance.

Community Services

A notably deficient factor in Haines community life is communications.

The Chilkat Valley News is one of the best local periodicals published in Alaska. Like most small newspapers, however, its publication is more of a community service than a profitable business; and the average of a paper every 16 days is not frequent enough to adequately serve the total communications needs of Haines residents. Cable radio/tv service is expensive, and does not carry enough local information to satisfy these needs either. The population of Haines is not sufficient to support a commercial radio station, but a small "public broadcast" FM operation, similar to Station KT00 in Juneau, is entirely possible. It is recommended that a special committee, representing a cross-section of community organizations and interests be asked to thoroughly investigate the feasibility and advisability of such a facility in Haines. (Chapter IV of this plan suggests some specific actions for the establishment of a non-commercial radio station.)

*



Aerial view of Haines, Ft. William H. Seward
and the Chilkat Valley - - (June 22, 1929)

II. LAND USE AND TRANSPORTATION PLAN

Haines' basic physical structure is not that of a "planned city". The neat gridiron pattern of the original townsite; like Topsy, has just grown. Fort William H. Seward's original military layout has similarly expanded well beyond its 1903 boundaries, and the pattern of the new bears little relationship to the old. In general, Hainesites have subdivided and constructed a community that "works"...one that relates reasonably well to the magnificent scenery surrounding the town, and to its waterfront orientation.

Surely, if one was "starting from scratch" to design an urban community in the geographic location of Haines, many things would be laid out differently; but that is hardly the role of a land use plan for a city with almost a hundred years of history and tradition behind it. Rather, the purpose of the land use and transportation plan is to assure that future needs for various types of land use can be met in a manner that will be in basic harmony with existing development.

The Phase I planning study contained a detailed analysis of land use. A map showing existing land use is included as Map I in the pocket part of this Comprehensive Plan. The table on pages 12 and 13 details the relationship between land use and the land tenure in the City.

Generalized land use is listed below in terms of acreage presently devoted to each use; and the percentage each use occupies of the total developed land in the City, (186.4 acres, exclusive of road rights-of-way)

<u>USE</u>	<u>ACREAGE</u>	<u>%</u>
RESIDENTIAL (All types)	85.7	46%
COMMERCIAL, STORAGE, LIGHT INDUSTRIAL	34.4	19%
PARKS AND OPEN SPACE (trails, Parade Grounds, School recreation areas, etc.)	35.5	19%
INDUSTRIAL AND GRAVEL QUARRIES	18.5	10%
CHURCHES AND QUASI-PUBLIC FACILITIES	6.5	3%
PUBLIC FACILITIES (Public safety, schools, etc)	5.5	3%

COMPARISON OF LAND USE AND LAND TENURE *

LAND USE LAND OWNERSHIP	PRIVATE	LOCAL GOVERNMENT	STATE GOVERNMENT	FEDERAL GOVERNMENT	QUASI-PUBLIC (EXEMPT)	NATIVE ALLOTMENTS (EXEMPT)	TOTALS
SINGLE FAMILY RESIDENTIAL no. of dwelling units acreage in use	165 60.0					27 4.6	197 units ¹ 64.6 acres
SINGLE FAMILY RESIDENTIAL (MOBILEHOMES) number of units acreage in use	10 2.1						10 units 2.1 acres
MULTIPLE FAMILY RESIDENTIAL buildings dwelling units acreage in use	20 77 7.0						20 bldgs. 77 units 7.0 acres
MOBILEHOME PARKS number of parks number of units acreage in use	4 65 12.0						4 parks 65 units 12.0 acres
COMMERCIAL buildings acreage in use	38 13.4						38 bldgs. 13.4 acres
LIGHT INDUSTRIAL AND STORAGE buildings acreage in use	22 11.6	2 3.0	3 6.4				27 bldgs. 21.0 acres
HEAVY INDUSTRIAL structures acreage in use	18 7.5						18 struct. 7.5 acres
CHURCH AND QUASI-PUBLIC FACILITIES buildings acreage in use					12 6.0	1 .5	13 bldgs. 6.5 acres

RECREATION AND OPEN SPACE number of areas acreage in use							1 0.7			3 25.0			6 areas 35.7 acres
GRAVEL AND ROCK QUARRIES number of areas acreage in use						7 11.0							7 areas 11.0 acres
ROAD & HIGHWAY RIGHTS-OF-WAY acreage in use							69.7	63.8					133.5 acres
PUBLIC FACILITIES no. of buildings acreage in use						12. .24 853.2	12 4.6 29.7		1 .6 -0-	1 .12 1.8		4.9	15 bldgs. 5.6 acres 1,126.2 acres
VACANT LAND													
TOTAL LAND AVAILABLE acreage (by owner)						978	117	307.5	0.6	32.95		10.05	1,446.1 A.
LAND NOW IN USE acreage						124.8	87.3	70.9	0.6	31.12		5.1	319.9 A.
PERCENT OF LAND IN USE						12.8%	74.4%	23.1%	100%	94.4%		50.7%	22.1%

- * Source: Haines Comprehensive Plan, Phase I; June, 1976
1. includes 5 dwelling units located in same building as commercial use
 2. U.S. Post Office located in leased building

If demand for land in Haines continues along the same general pattern, the community's 1,196 acres of usable land, when fully developed, would contain:

RESIDENTIAL (all types)	550 Acres
COMMERCIAL, STORAGE, LIGHT INDUSTRIAL	221 "
PARKS, RECREATION, OPEN SPACE	228 "
INDUSTRIAL	120 "
CHURCHES, QUASI-PUBLIC	41 "
PUBLIC FACILITIES	36 "

Total developable land . . . 1,196 Acres

Assuming a net average of two dwelling units per acre, such a land use distribution would accommodate community population growth comfortably to a level of about 3,500 residents. Unless heavy industrial development (metal ore processing, petroleum product manufacture, etc.) occurs sooner, the community is not anticipated to reach such a population for 15 to 20 years.

Land use patterns tend to pretty much reflect the character of a community, and the bulk of the public testimony and comment that has gone into both phases of this plan indicate a desire in Haines for development of the community to occur without a radical change in its present character. The goals and objectives of the community can be said to reflect a general direction of "more and better" as opposed to "new and different". Thus, the land use plan recommended for Haines should be thought of as an objective to be worked toward . . . so as to maintain and enhance the harmonious relationship of the various types of land use; utilize the available land in Haines for its "highest and best" use; retain the flexibility to accommodate presently unforeseen types of economic development, and maintain a free flow of pedestrian and vehicular traffic in the community.

The land use element of a comprehensive plan is frequently confused with a "zoning plan", and it is important to understand the basic differences between the two. A land use plan has the function of suggesting a

pattern for future distribution of residential, commercial, industrial, and public uses that will achieve a pleasant, coherent and workable urban environment. It portrays a community pattern consistent with the needs and desires of the local people, as expressed in terms of goals and objectives. Zoning, on the other hand, is a specific and detailed legal device used to implement a land use plan. It establishes:

- (1) the height and bulk of buildings and other structures
- (2) The area of a lot which may be occupied, and the size of open spaces required
- (3) The density of population
- (4) The use of buildings and land for trade, industry, residence or other purpose

for the purpose of stabilizing and protecting property values. Zoning is an exercise of the basic power of the municipality to enact legislation protecting the public health, safety and general welfare of its citizens. In short, it is a legal expression by the City Council of their concern for the general order and stability of property usage within the jurisdiction of the community.

One of the differences between land use planning and zoning is the timing involved. A land use plan, for example, foreseeing the future need in a particular area for an industrial site, may designate acreage for that use in an area presently zoned and used for a mobile home park. While it might not be appropriate to re-zone the land for many years, the land use designation nevertheless serves a useful purpose by advising the mobile home park owner of a viable option open to him, and neighboring owners of the possibility of future industrial use in the area, so that all might plan their uses accordingly.

Zoning does not, by itself, create value. Land, suitably located for commercial use, for example, may gain value by zoning it for that use; but commercial zoning inappropriately applied to areas whose physical and geographic properties better lend themselves to residential or agricultural use, does not enhance the value of such lands. Similarly, zoning an inordinately large percentage of a community for commercial or

industrial use, while it may please some of the affected property owners, does little to attract or encourage sound commerce and industry, as such a practice does nothing but create a glut on the market. It has been proven time and time again that "zoning the whole town for oil wells" does not make all the inhabitants rich!!

Present controls on land use in Haines consist of the Zoning Ordinance, the Subdivision Regulations and the Mobile Home Park Regulations (Title 95, City of Haines Code; Chapters 5 and 10 [Zoning], Chapter 20 [Subdivisions], Chapter 25 [Mobile Homes]).

Land within the city is currently divided into the following use districts:

CR - Conservation-Residential District
 RS - Single Family Residential District
 RM - Multiple Family Residential District
 BT - Transient Business District
 BG - General Business District
 I - Industrial District

The amount of land and the percentage of total uplands within the city classified at this time in each district is as follows:

<u>CLASSIFICATION</u>	<u>ACREAGE</u>	<u>PERCENTAGE</u>
CR	1,013.2	70.0
RS	228.4	15.8
RM	75.7	5.2
BT	47.9	3.3
BG	24.1	1.8
I	56.8	3.9
TOTAL LAND. . . .	1,446.1	100.0%

Combining the classifications into their basic use characteristics, it is found that the present zoning of Haines assumes the following pattern:

(CR, RS, RM)	RESIDENTIAL (All Types)	-	91.0%
(BT, BG)	COMMERCIAL	-	5.1%
(I)	INDUSTRIAL	-	3.9%

While this would appear to be an extremely high percentage of residential zoning, the "CR" classification (which makes up the bulk of the residen-

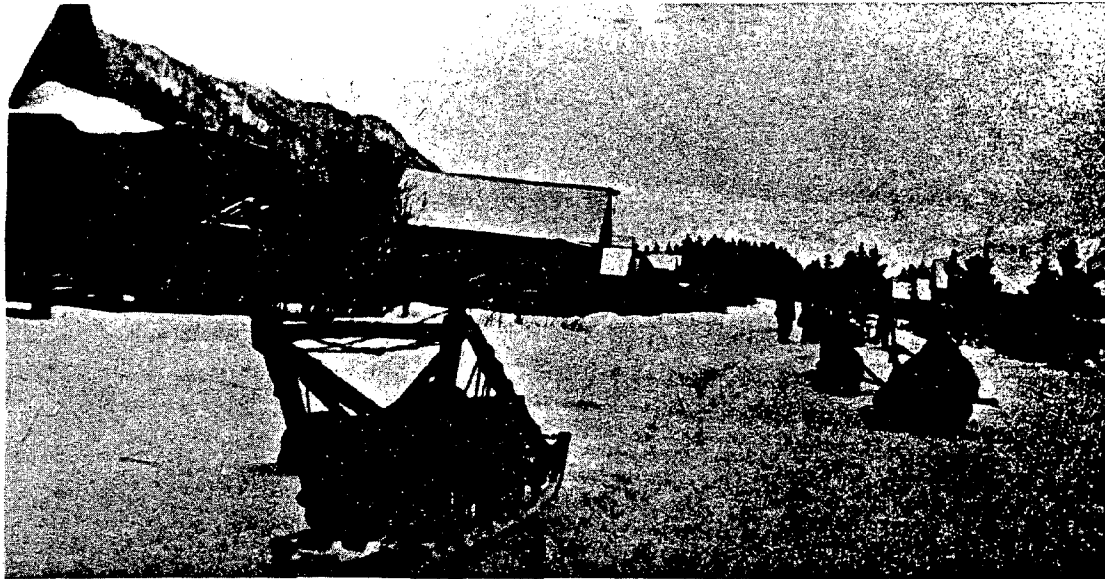
tial zoning) is actually more of a "holding zone" than a permanent residential classification. Under the terms of the Haines Zoning Ordinance, this zoning district is automatically applied to any annexed lands until the Planning Commission and City Council take affirmative action to reclassify such lands.

Several basic principles of land use planning previously stated as objectives of this plan, are embodied in the general recommendations that follow:

- The almost 1-3/4 miles of waterfront orientation on Portage Cove constitutes one of Haines' greatest assets. Private property fronting on the cove can best serve the owners and the community by utilization for marine related purposes.
- Public lands should be so designated on both the land use plan and the Zoning Ordinance.
- Within the city limits, growth and development is most likely to occur on the large tract of privately owned property south and east of the State Fairgrounds. Utilization of this area will eventually include residential, commercial, industrial and public uses. Suggested for this area is the flexibility that can be achieved through "planned unit development", as recommended for inclusion in the Zoning Ordinance.

In Chapter IV. - IMPLEMENTATION: a number of specific recommendations are given for amendments to the Haines Zoning Ordinance. These recommended amendments are offered for the purpose of providing a more easily understood and administered ordinance, and one that can effectively implement the objectives of the land use plan.

The Land Use and Transportation Plan proposed for adoption is graphically portrayed on Map IV in the pocket part of this report.



Freight sleds being prepared for the run to Klukwan.
(Photo 1940, Main Street between 3rd and 4th Avenues)



Haines Dry Cargo Dock (Lutak Dock), recently acquired
from the U. S. Government by the City of Haines.

The surface transportation network in Haines is generally adequate for the present needs of residents and visitors. As the Chilkat State Park development proceeds, and more Chilkat Peninsula traffic is generated, consideration should be given to an additional road connecting Mud Bay Road to the Haines Highway. The recommended route, following the shoreline alignment of Chilkat Inlet, runs southeasterly from the end of Sawmill Road to a point of intersection with Mud Bay Road about 500 feet south of the present south city limit. (See Maps IV and V)

Land use and transportation are inseparable components of a community plan. Roads serve two basic purposes; as ways for moving vehicles and pedestrians to, through, and within the community; and for providing public access to properties that abut the roads.

Land uses generate varying amounts of traffic, depending on their location and character. A food market, for example, operating on a very small "per item" margin of profit, needs a great volume of business to survive, and will generate substantially more traffic than will a furniture store. In many urban communities, arterial roads have become lined with heavy traffic-generating land uses, and become so choked with this traffic that they no longer serve their primary purpose of effectively moving people and vehicles. The inevitable result of such congestion is the need to construct a "by-pass" which is seldom considered a satisfactory solution by either the affected property owners or the general taxpayers who must pay for the new facility. Such wasteful and land-consuming practices can be avoided by applying some forethought to the relationships between land use and transportation.

While the aforementioned type of conflict is not a threat in Haines at this time, it is appropriate to classify existing and proposed surface transportation routes along with this initial land use plan so that the situation can be avoided in the future.

Designation by the State Highway Department of Union Street as a truck route helps to minimize conflicts between through traffic and local traffic on Main Street, where such frictions would be detrimental to the businesses located there as well as to the local people and visitors who utilize the downtown shopping area. This designation will prove even more useful as the transshipment facility at Lutak Inlet begins to generate ever-heavier truck traffic bound for the Interior. It is recommended that the Union Street route be retained as a through truck route, and that the Planning Commission maintain caution with respect to the encouragement of traffic-generating land uses along this arterial.

Arterial routes are those whose principal function is to move large volumes of vehicular traffic smoothly through the city. Large traffic-generating land uses should be avoided along such routes; or at least spread out so that the arterial can function effectively.

Collector streets are those whose main function is to filter traffic from local streets before their capacity is exceeded, and then conduct it to arterials, or to local generators such as shopping centers.

The Land Use and Transportation Plan (Map IV in the pocket part), contemplates classification by the City Council of the arterial and collector routes indicated.

Arterial Road designation is recommended for the following routes:

- Haines Highway, from the Portage Cove Campground to the west city limit
- Union Street and Lutak Road from the Haines Highway to the Ferry Terminal
- Mud Bay Road from the Haines Highway to the south city limit
- Proposed waterfront route from Sawmill Road southeast to Mud Bay Road

Recommended for Collector Street designation are the following routes:

- Third Avenue from Mud Bay Road to Union Street
- Beach Road from Lutak Road to the Haines Highway
- Second Avenue from Main Street to Union Street
- Main Street from Beach Road to the Haines Highway

Recommendations concerning marine and air transportation are included in the Implementation Section of this Comprehensive Plan.

*

*

III. COMMUNITY FACILITIES PLAN

The Haines Comprehensive Plan; Phase I (June, 1976) provides a complete inventory and analysis of community facilities and services currently available in Haines. For a comprehensive understanding of physical, social, economic and environmental factors in the community, the reader is referred to that document which, supplemented by this volume, constitutes the Haines Comprehensive Community Development Plan.

Municipal Government

Local government in the Haines area consists of the two incorporated municipalities; the City of Haines and the Haines Borough.

The City of Haines, incorporated in 1910, is a first class city governed by an elected Mayor and elected Common Council of six members. A City Administrator is employed to act as chief of staff, and to assist with detailed administrative functions. The City has all powers authorized to first class municipalities in the Municipal Code (Title 29, Alaska Statutes).

The Haines Borough, incorporated in 1968, is the only third class borough in Alaska. The elected Borough Assembly serves also as the School Board, and the primary function of the governmental unit is to provide the local financial support and administration for the school system. The Borough Mayor is also President of the School Board, and the functions of the Borough include assessment and collection of taxes for school purposes.

A recent Attorney General's opinion ¹ states that:

..."The third class borough's sole function is to provide education. It is empowered to levy and collect taxes, to borrow money and to establish service areas to that end."

1. Letter opinion by Rodger W. Pegues, Ass't. Attorney General, to the Department of Community and Regional Affairs, January 6, 1977.

If this option (which purports to overrule an Attorney General's opinion of August 8, 1968) proves correct, it precludes legal establishment by the Haines Borough of fire service areas; and indeed, service areas for any municipal purpose other than education. Similarly, the Borough could not levy taxes, nor apply to the State of Alaska for shared revenues with respect to any function except education.

The well-trained, well-equipped Haines Volunteer Fire Department is thus faced with what, in the event of fire outside the city limits, could be a serious dilemma. While firemen are dedicated to protecting life and property, the first obligation of the Haines Fire Department is to perform that vital function within the boundaries of the City of Haines. When a fire truck responds to a call beyond the city limits, protection of life and property within the City is reduced during the time of the "outside" response. Such reduction in protection is hardly fair or ethical considering that it is the City taxpayer who is supporting the Department's operations.

Communities in Alaska have tried different methods of coping with this problem..."dues" paid annually by a neighborhood association for fire protection, and a flat fee for fire calls outside the city, are two procedures that have been attempted, but neither of these really addresses the basic problem.

While fire service is the most dramatic, it is by no means the only example of the inadequacy of a 3rd class borough to effectively serve the need of its people for basic services. Road maintenance, drainage, street lighting, animal control, libraries, flood control and solid waste are some of the services that a 2nd class borough can offer to service areas which choose to form, as well as the protection of zoning and subdivision regulation on an areawide basis. Recognizing that neither city/borough consolidation nor second class status for the Haines Borough have been popular concepts in the past, it is nevertheless recommended

that the matter be objectively studied anew by a broad-based citizens committee representing a cross-section of community interests and opinions.

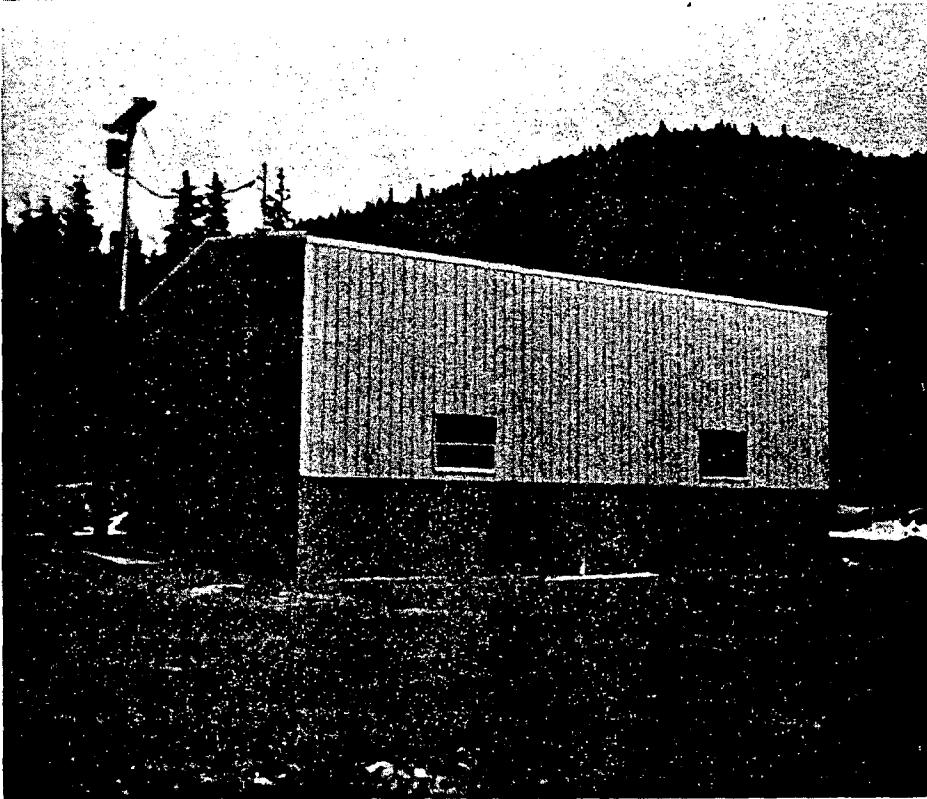
Another recommendation for local governmental consideration concerns annexation of the newly purchased Lutak Dock by the City of Haines, along with the intervening lands along the waterfront and on both sides of the Lutak Road. Bringing this valuable land with its transportation and industrial potential into the city's jurisdiction will permit long range planning of the area to the benefit of the entire community, as well as assuring police and fire protection to this active and important facility.

The City of Haines is proceeding at this time with the design and construction of a new municipal office and public safety building at the intersection of Third Avenue and the Haines Highway. The building will solve the space problem that has plagued both the police and fire departments in their Second Avenue location, and will also provide needed expansion room for the City Council and administrative offices. Space in the building will also be made available to the Haines Borough administrative offices, thus making it more convenient for citizens of the community to transact all of their dealings with local governmental agencies in a single location.

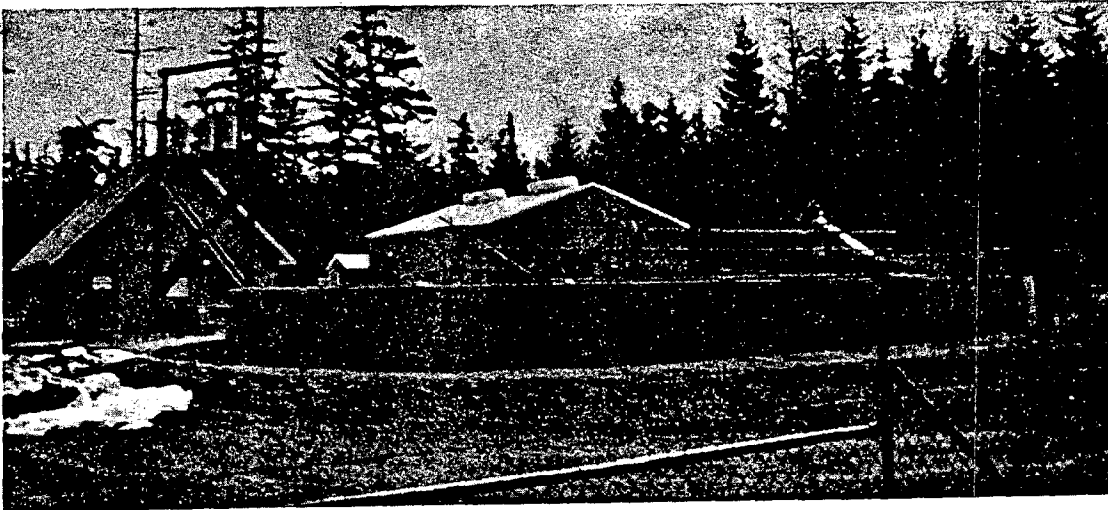
Water and Sewer Utilities

The major components of the water distribution and sanitary sewer collection and treatment systems are shown on Map III in the pocket part of this plan report.

While both systems are basically sound, and adequate to serve the needs of the community for the foreseeable future, the sewer system has continuing inflow and infiltration problems which occasionally result in overloading the treatment plant. To correct the "I and I" problem will require a major rehabilitation effort to sections of the old sewer



Haines Water Treatment Plant



Haines Sewage Treatment Plant

collection lines. The City has applied for federal funding (75% EPA, 25% HUD Community Development) to correct this deficiency.

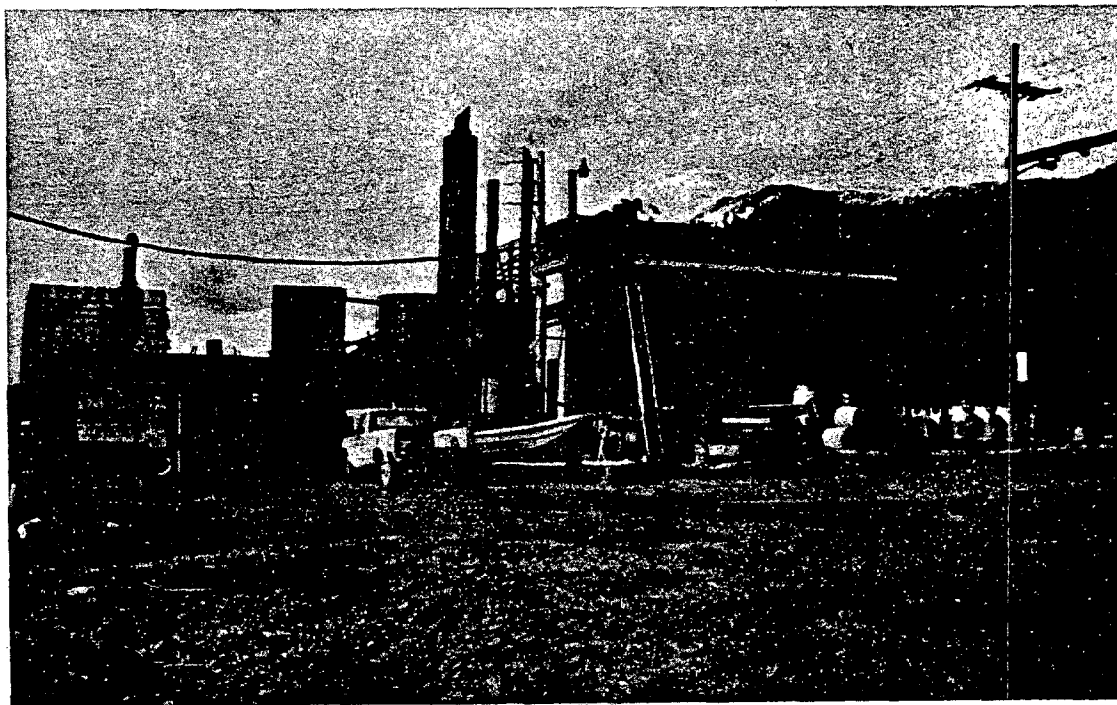
It is recommended that the capital cost of water and sewer system extensions to serve new subdivisions be assessed against the benefitting developer.

The Public Works Department has need for additional vehicle housing, and secure storage areas for both materials and equipment. It is recommended that these needs continue to be addressed in the Capital Improvements section of the annual City Budget which is funded by sales tax revenues.

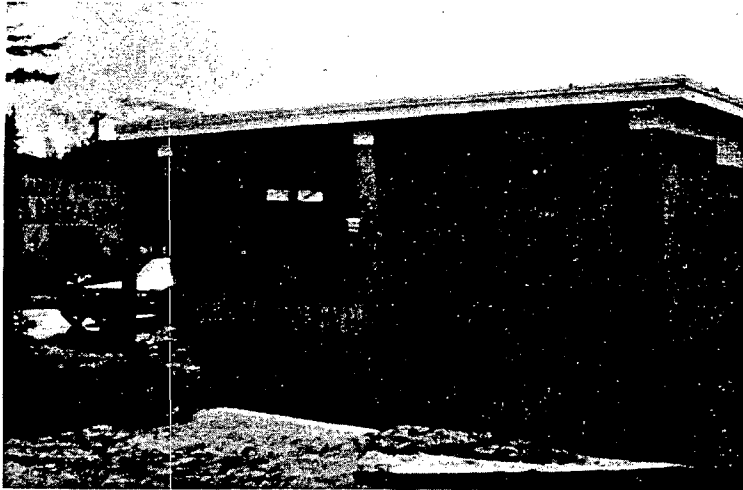
Electric Utility

Despite the serious problems currently being experienced by the timber processing industry throughout Southeast Alaska, Schnabel Lumber Company has been proceeding with the delivery and installation of equipment for its proposed wood-fired steam/electric generating facility, which will have an output sufficient to serve the present electrical power requirements of the entire community. When in operation, this generator, in addition to lessening the fossil fuel consumption of the diesel units now in use, will serve to correct the problems currently experienced by the lumber company in meeting air quality standards. Haines Light and Power will purchase power from Schnabel Lumber Company for distribution to its customers, and will maintain its generators as "standby" capacity.

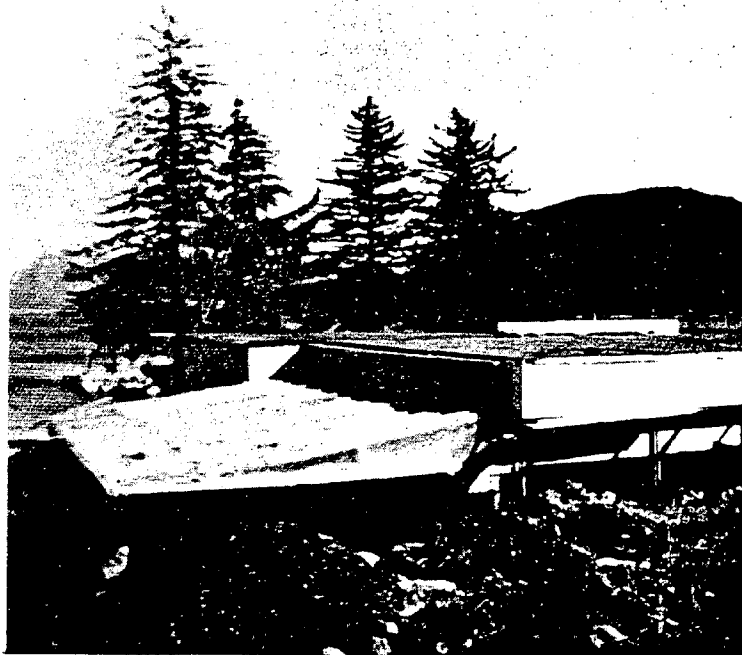
While the prospects are improving for the actual completion and operation of Schnabel Lumber Company's unique generating system, investigation should continue into various alternative power sources. The City should research the possibilities of a state grant-in-aid for studying the potential of windpower as a source of electrical energy. Relocation of the present plant should remain a community objective, as the current location, noise, and industrial appearance of the in-town power plant will continue to inhibit development of the downtown commercial area.



Downtown power plant of Haines Light and Power Company



Haines Public Library - 3rd Avenue, south of Main Street



New home of the Sheldon Museum; under construction
on Main Street between Front Street and First Avenue.

Solid Waste

The new sanitary landfill site south of the city limits should serve the needs of the community for the foreseeable future, provided that the operation of the site is adequately controlled to avoid indiscriminate dumping, and the site is used according to the plan agreed to at the time of the landfill site acquisition.

Library

The Haines Borough, as part of its educational responsibility, has taken over the operation of the Haines Public Library. It is recommended that the concept of comprehensive service, which is the guiding principle of the Community Schools, become the objective of the library service, and that the Borough work closely with the State Division of Libraries and Museums to plan facilities and services that will make the library function useful and available to all the people of the Haines Borough.

Museum

The Sheldon Museum, in addition to its role as a cultural facility housing artifacts which portray the historical "roots" of Haines, is of great interest to visitors. It is hoped that the entire community will continue to assist the Chilkat Valley Historical Society in its effort to complete the new facility which will be a real asset and attraction in Haines.

Public Safety

The new municipal office and public safety building will greatly increase the ability of the Haines Police and Fire departments to serve the community. The building design should allow for expansion as required to assure that the public safety personnel and equipment can keep pace with the needs for these important services. As transportation activity increases in connection with the paving of the Haines Highway and other developments, request should be made for a full-time State Trooper office in Haines.

Cultural Facilities

While social and cultural institutions are not generally thought of as community facilities in the same sense as public works or public safety functions, these institutions add a great deal to the quality of life enjoyed in a small town. They assume added importance in a community that has a real potential for attracting visitors, as they provide an added incentive to "stay a few days and enjoy the local attractions".

Such events as the biennial Alaska Drama Festival and the Southeast Alaska State Fair not only create activity that benefits local businesses, but they introduce new people to Haines. If these visitors receive a favorable impression of the community, they will come again, and that type of visitor interest and activity can be more rewarding to the community as a whole than cruise ship tourists who stay for three or four hours, and are then gone forever.

Support for the Chilkat Dancers, the Chilkat Center for the Arts, ANB-ANS activities, and other social and cultural institutions should be as broad as possible. Civic groups, individuals, government and the private sector must work enthusiastically and cooperatively to provide this support if Haines is to take full advantage of the community's potential to assume a leadership role in Southeast Alaska relative to the arts, humanities and entertainment.

Recreation and Open Space

Haines is literally surrounded by open space in the form of water, mountains and magnificent vistas. Assurance of continued public access to these natural recreation resources, and the continued development of parks, trails and recreational opportunities in Haines should be adopted as an official policy. Tlingit Park, the historic cemetery and the Portage Cove waterfront area south of the small boat harbor, make an extremely attractive and interesting area for tourists and homefolks



Chilkat Center for the Arts on Tower Road
overlooks Chilkoot Inlet and the Coast Range



Haines ANB-ANS Hall at First Ave. and Willard St.

alike. It is recommended that continued development of this facility be considered as a capital improvement item in the annual City budget, and that contact be made with the federal Bureau of Outdoor Recreation (BOR) through the State Division of Parks, to ascertain whether additional funding and/or technical assistance can be achieved.

Another project which appears to have possibilities for accomplishment without a tremendous capital investment is the rehabilitation and conversion into a swimming pool of the concrete reservoir behind Fort William H. Seward. Swimming enthusiasts in the community presently use the "swimming hole" at 11 mile on the Haines Highway, but it appears that civic organizations, donated materials, volunteer labor and borrowed equipment could be put together to make the old reservoir into a more acceptable and convenient summer recreation facility. As in many cases in Haines, it is not a question of massive funding that is needed, but the determination, enthusiasm and organization that can be generated among individuals and organizations to work cooperatively in their interests and those of the community as a whole.

Development by the State of the newly-designated Chilkat State Park could provide a major attraction for the Haines area. It is recommended that both the City and the Chamber of Commerce make an effort to cooperate with the State in the development and promotion of this facility.

Cemeteries

The restoration, cleanup and landscaping of the Haines Cemetery and the Historic Cemetery in Tlingit Park should be continued, and a regular maintenance program developed for these facilities.

Communications

Haines "essential communications network", which includes local and long distance telephone service, postal service and emergency radio communica-

tions, is in good shape; and the agencies and private sector operations responsible for its maintenance and improvement have shown that they can provide adequate facilities and service to meet the needs of the community. The Haines Network Television, a cable service offering network tv programming and Juneau commercial radio rebroadcasting, does an excellent job of keeping Hainesites aware of regional, statewide, national and worldwide news and current events.

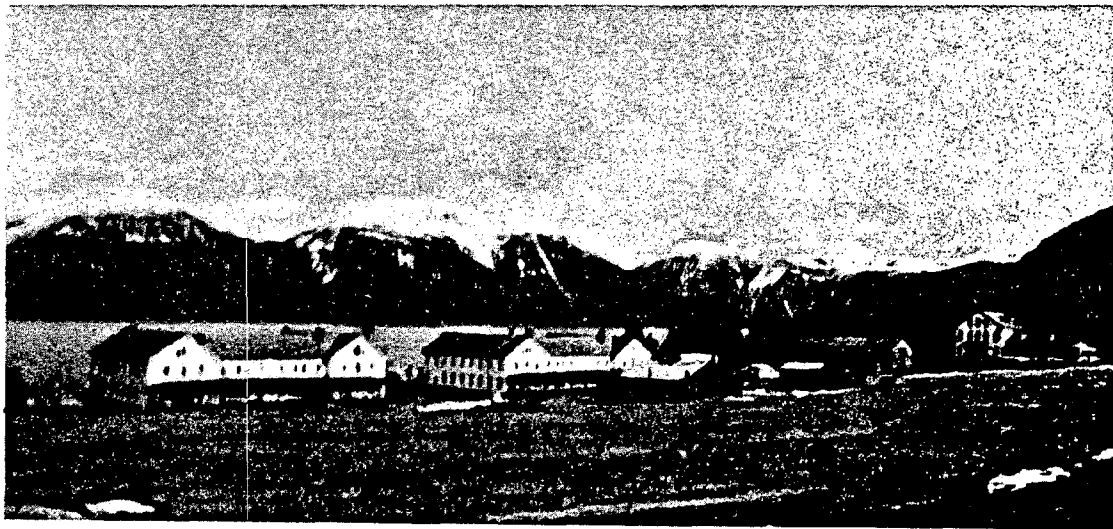
The major "gap" in the system, however, concerns the obvious need for additional dissemination of purely LOCAL news, issues, gossip, entertainment and discussions. It is recommended that the City Administrator be requested to investigate the feasibility of establishing a small FM public broadcast (non-commercial) radio station in Haines to achieve the important objective of improving intra-community communications.

Chapter IV. - IMPLEMENTATION, discusses ways that such a station can be set up and financed.

* * *



Haines Terminal of the Alaska Marine Highway
at Lutak Inlet.



Parade Grounds at Fort William Henry Seward

IV. PLAN IMPLEMENTATION

Aside from the Goals and Objectives section, perhaps the most important part of a comprehensive development plan is the portion that offers definitive recommendations and suggestions as to how the community can effectively work toward achieving the needs and desires of its citizens.

The Land Use and Transportation Plan is implemented over time by ordinances such as the Zoning Ordinance, the Subdivision Ordinance, the Mobile Home Park Ordinance, and the Official Map.

In 1974, the City of Haines officially adopted Ordinance 162 which established a Planning Commission and provided for its duties and functions, which include planning, platting and zoning.

Title 95 ZONING, is the portion of the City of Haines Code that "is enacted for the purpose of promoting health, safety, morals, comfort, and general welfare. It is enacted to conserve and protect property values, to secure the most appropriate use of land, and to facilitate adequate but economical provisions for public improvements. This ordinance is in accordance with a Comprehensive Plan and contributes to the desirable future development of the City, provides a method of administration, and prescribes penalties for the violation of provisions hereafter described."

Inasmuch as this plan report, as a result of a two-phased planning effort of the Haines Planning Commission, sets out an updated and coordinated Comprehensive Plan for Haines, it is necessary to make amendments to the regulatory ordinances that will more effectively implement the community's directives and desires with respect to the use of its land resources.

The following recommendations, then, are offered in the order of their suggested codification for amendment to the Zoning Ordinance of the City of Haines. ¹.

- Sec. 95.05.001 USE DISTRICTS AND MAP

- (a) Districts . . . amend by adding:

- WC - Waterfront Commercial/Industrial District
 - PL - Public Lands and Institutions District

- (the amended "order" of the use districts should be listed as follows:

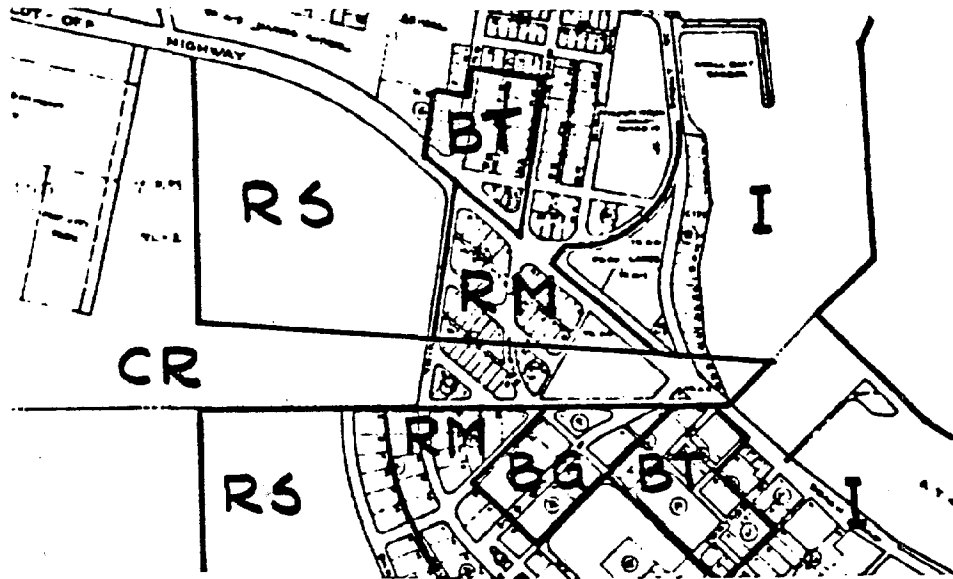
- PL
 - CR
 - RS
 - RM
 - BT
 - BG
 - WC
 - I

- so as to maintain the listing from the most restrictive to the least restrictive.)

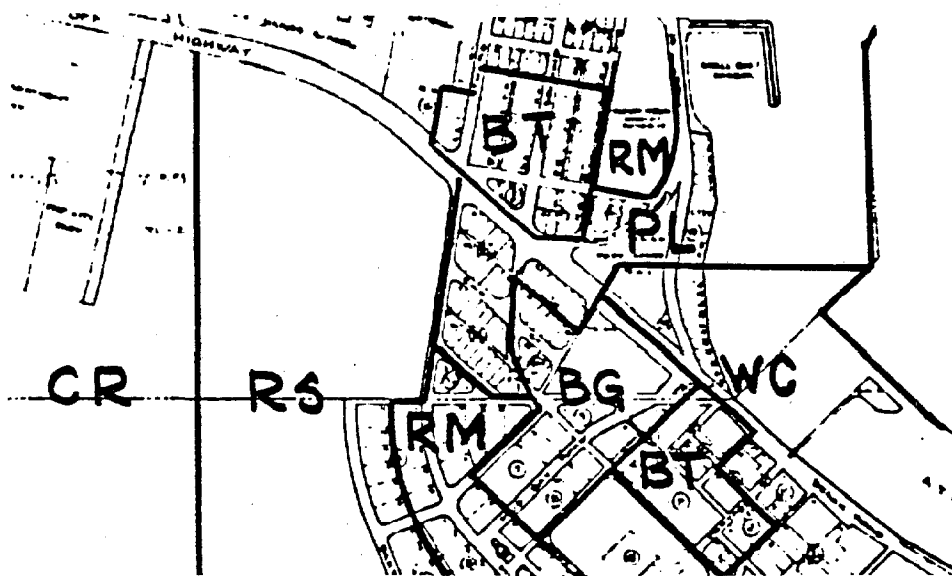
- At the time of the Port Chilkoot - Haines consolidation (1970), the area between the two cities was annexed into the new municipality, and was thus automatically classified CR (See Sec. 95.10.020.A.3.). The narrow "wedge" of land thus zoned should be reclassified to more appropriate zoning... particularly in view of the new municipal building, and other developments in the general area. The following maps show the existing zoning (top map), in this area, and indicate the recommended reclassification (bottom map) suggested to be accomplished following adoption by the City Council of these proposed amendments to the Zoning Ordinance.

Although implementation of the land use plan will eventually call for further amendments to the zoning map, it is felt that those suggested in this recommendation will serve to clear up the glaring "mismatch" of

¹. Major amendments or additions are identified by the mark ●; while minor (or "housekeeping") amendments are marked o



EXISTING ZONING



PROPOSED ZONING

districts created at the time of the consolidation of the two cities; and will extend the proper (PL) classification to the municipally-held and open-space land in the area, as well as providing an opportunity to apply the new Waterfront Commercial/Industrial (WC) District to an important segment of Haines' Portage Cove frontage. The Planning Commission is urged to study the official Zoning Map of the City, and to recommend re-zoning of much of the public land and the waterfront areas, as suggested by the Land Use and Transportation Committee in their reports during the conduct of the Phase II planning project, and endorsed by the Planning Commission.

- o Sec. 95.001-A; A.3. (Uses Permitted by Exception)...add a subsection as follows:
 - c. Planned unit development, in accordance with the provisions of Sec. 95.10.095
- o Sec. 95.05.001-C; D (Minimum Yard Requirements)...revise codification to make:
 - 2.c. Rear yard - 20 feet, read as follows:
 - 3. Rear yard - 20 feet
- o Sec. 95.001-D; A.1. (Principal Uses)...amend by adding:
 - g. Mobile home parks in accordance with the provisions of Sec. 95.25. (This recommendation is to correct an omission in the present ordinance)
- o Sec. 95.05.001-D; D (Minimum Yard Requirements)...amend 2. (Side Yard) to read as follows:
 - 2. Side yard - none required, except that 5 feet will be required:
 - a. when windows or doors are in a side wall of the proposed structure; or,
 - b. whenever a lot line is in common with a lot in the RS or RM District.

- Sec. 95.05.001-G (New subsection)

PL - Public Lands and Institutions District

The PL District is intended to include public and quasi-public institutional uses, open lands; and land reserves for public and institutional use.

A. Uses Permitted

1. Principal Uses

- a. Parks, land reserves, trails, greenbelts, open space lands and related facilities
- b. Schools, playgrounds, playfields and related facilities
- c. Zoos, museums, libraries, historic and cultural exhibits and the like
- d. Water conservation and flood control installations
- e. Hospitals, sanitariums, children's homes, nursing homes, convalescent homes, homes for the aged and similar institutions
- f. Cemeteries
- g. Sewer treatment, water supply, electric power and other utilities
- h. Churches and synagogues, parsonages, day nurseries, convents, monasteries and administrative offices of religious organizations
- i. Headquarters or administrative offices for such organizations as Red Cross, Cancer Society, Boy Scouts, Girl Scouts and similar quasi-public organizations of a non-commercial nature.

2. Accessory Uses

Uses and structures customarily accessory and clearly subordinate to permitted principal uses, as determined by the Planning Commission

3. Uses Permitted by Exception

- a. Planned unit developments in accordance with the provisions of Sec. 95.10.095
- b. Other uses, as determined by the Planning Commission to be similar or the same as uses permitted for this district.

B. Uses Prohibited

Any use or structure not of a character indicated under permitted principal and accessory uses, or permitted by exception.

C. Minimum Lot Requirements

Lot width - 100 feet
Lot area 15,000 square feet

D. Minimum Yard Requirements

1. Front yard - 25 feet
2. Side yards - 10 feet
3. Rear yard - 15 feet

E. Maximum Lot Coverage by all Buildings

30 percent

F. Maximum Height of Buildings

Two stories or 25 feet; except that a greater height may be permitted by the Planning Commission in cases where the view of adjacent property, and airport approaches are adequately protected.

● Sec. 95.05.001-H (New subsection)

WC - Waterfront Commercial/Industrial District

The WC District is intended to include major marine-related commercial, industrial, storage and residential uses that are dependent on, or substantially related to a waterfront location.

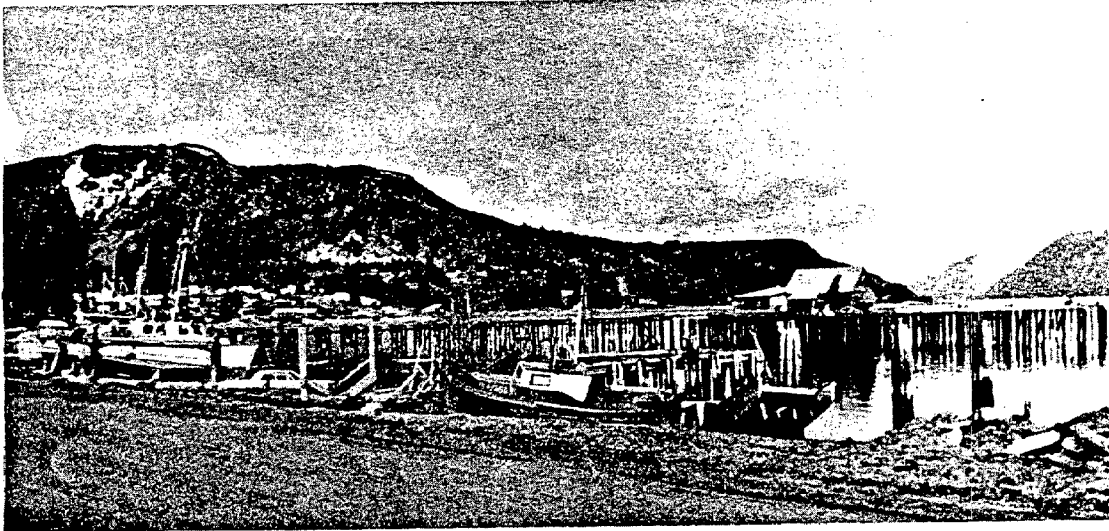
A. Uses Permitted

1. Principal Uses (Water dependent uses)

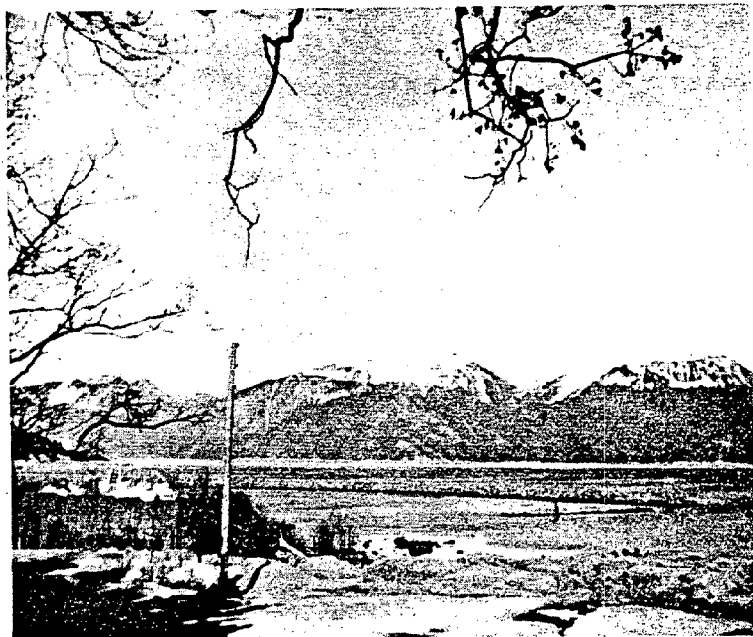
- a. Marine transportation terminals including ferry, cruise ship, tanker, barge, and float plane
- b. Small boat marinas including sales, service, storage and moorage
- c. Marine construction and repair yards
- d. Fish buying and processing plants
- e. Marine freight handling and storage areas

(Water related uses)

- f. Marine warehousing
- g. Restaurants and bars



Port Chilkoot Dock at Beach Road and Portage St.



New breakwater (constructed 1976) for the expanded Haines Small Boat Harbor at the foot of Main Street in Portage Cove.

2. Accessory Uses

Uses and structures customarily accessory and clearly subordinate to permitted principal uses, as determined by the Planning Commission

3. Uses Permitted by Exception

- a. Planned unit developments in accordance with the provisions of Sec. 95.10.095
- b. Other uses, as determined by the Planning Commission to be similar or the same as uses permitted for this district

B. Uses Prohibited

1. Any uses or structures not of a character indicated under permitted principal and accessory uses or permitted by exception
2. Mobile homes and trailers
3. All uses that the Planning Commission determines may be noxious or injurious by reason of the production or emission of dust, smoke, refuse matter, odor, gas, fumes, noise, vibration or similar substances or conditions

C. Minimum Lot Requirements

1. Lot width - 25 feet
2. Lot area - 2,500 square feet
(Provided, however, that lots of record at the time of passage of this ordinance containing less than 2,500 square feet of area, are specifically excepted from this requirement.)

D. Minimum Yard Requirements

1. Front yard - none required
2. Side yards - 5 feet
3. Rear (waterfront) yard - none required

E. Maximum Height of Buildings

Two stories or 25 feet above the finished grade of the street on which the lot fronts; except that a greater height may be permitted by the Planning Commission in cases where the view of adjacent property is adequately protected

o Sec. 95.10.050

A. Off-Street Parking

1.b.(6) (line 5) Amend to read: than 500 square feet shall not be required to provide off-street parking.

The City of Haines has not adopted a recognized building code, nor does its administrative staff include a qualified building official. While there may in the future be need for such standards and regulations, the present volume of construction activity does not qualify such action for high priority. Permits issued under the requirements of the Zoning Ordinance are not "building permits" and should not be so designated; as the term building permit presupposes that the municipality has adopted a recognized building code, and is checking and approving structural plans, and conducting inspections to determine compliance therewith. To avoid confusion, and possible legal action in the future, it is recommended that the term Land Use Permit be substituted for "building permit" in Section 95.10.080, as follows:

● Sec. 95.10.080 LAND USE PERMITS

- A. A land use permit shall be required for the erection, construction, moving, alteration, enlargement, major structural repair or conversion of any building or structure, subject to the following provisions:
1. Application for a land use permit shall be filed with the Planning Commission on a form approved by them. If the application meets the requirements of this ordinance and other applicable regulations, the City Clerk will issue a land use permit.
 2. In all cases where the Planning Commission and the Board of Adjustment has allowed a variance or an exemption, the City Clerk shall issue a land use permit sufficient to allow such building or work to be done in accordance with that decision.
 3. No land use permit shall be issued by the City Clerk unless it shall appear from the application that the building for which such permit is granted shall conform to all of the applicable regulations of this ordinance and is to be occupied for a use in conformity with the provisions thereof. Any permit issued in conflict with this ordinance shall be null and void.

As explained in the Land Use and Transportation Plan (Chapter II.), actual residential uses in Haines utilize about 46% of the land presently in use. Residential zoning, however, covers 91% of the land in the city. The CR District alone is applied to 70% of the community's land. Quite obviously, the land thus zoned will not all be used for residential purposes, but the CR classification appears to be an adequate "Holding zone" until the highest and best use of the land becomes clearer.

To encourage the concept planning of large tracts of vacant land; particularly those whose topography, soils and geographic location lend themselves to a beneficial mix of uses, it is recommended that the Haines Zoning Ordinance incorporate provisions for Planned Unit Development. Planned Unit Development is a concept which generally is applied as an exception after thorough review by the Planning Commission. It allows for imaginative and coordinated uses of land which would otherwise be impossible to achieve without resorting to the invalid practice of spot zoning.

The concept is particularly appropriate in a community like Haines, where large tracts of good land are available, and where flexibility with respect to its development would be of benefit to the community as well as the owners. It is recommended that the Haines Zoning Ordinance be amended by adding a new section; to wit:

- Sec. 95.10.095 Planned Unit Development

It is the intent of the Planned Unit Development provision of this ordinance to allow, by exception of the Planning Commission after Public Hearing, certain specified residential, commercial or industrial uses, or combinations thereof, to be developed as a functional and integral unit in a district or districts where some or all of the uses might not otherwise be permitted. The planned unit development concept provides a flexibility in the zoning ordinance which attempts to meet the needs of a growing community by encouraging a more creative approach in the development of land while at the same time enhancing and preserving the value, spirit, character and integrity of surrounding areas which have or are developing under conventional district regulations.

General Provisions

1. A site plan drawn to scale, shall be provided with the application for Exception. Such site plan shall show the location of all buildings and structures on the site, access points, vehicular and pedestrian circulation patterns, parking areas, and a specific layout of the uses proposed within the development. When it deems necessary, the Planning Commission may require, in addition to the site plan:
 - a. existing and proposed topographic contour maps
 - b. detailed site development plans
 - c. detailed building plans, including elevations
 - d. site profiles and drainage plans
 - e. detailed landscaping and parking plans
 - f. detailed utility plans
 - g. other graphic material as necessary to fully depict the proposed development
2. A detailed narrative statement shall be submitted with the application for the Exception. Such narrative shall explain the intent of the project, the factors which make the project desirable to the general public and to the surrounding areas, the features and details of the project development, schedule and timing of the development process, and any other material which the applicant believes to be relevant to the case. Where it deems necessary, the Planning Commission may require, in addition to the narrative statement:
 - a. marketability or economic feasibility studies
 - b. geologic or soil test borings
 - c. other technical material as necessary to fully explain the proposed development
3. The minimum lot area for a planned unit development shall be 5 acres
4. If the Exception is granted, development shall be completely in accordance with the approved plan. Minor revisions to the plan may be subsequently approved by the Planning Commission without a public hearing. Major revisions to the plan, as determined by the Planning Commission, shall be subject to a regular public hearing as for an original exception application.
5. In any case in which the Planning Commission determines that the design of a proposed structure may affect the compatibility of a proposed development with the area in which it is to be located, the Commission may require changes in the design or may reject the proposed development if no suitable correction can be made.

6. Application for exception for a planned unit development shall state a time limit for completion of the proposed project. Time limits may be prescribed for separate stages of the project, if necessary. Extensions of time requested in excess of 18 months beyond the original specified completion date shall require a second public hearing.

The same comment made about Sec. 95.10.080 regarding the term "building permit" is applicable to Sec. 95.10.120 (Enforcement and Penalties). All reference to Building Code and Building Official should be deleted and amended as follows:

- A. (line 1) Change "Building Official" to City Clerk
- B. (lines 2-5) Change sentence to read: All such complaints shall be brought to the attention of the City Clerk who shall properly record such complaint, and who shall investigate and report to the Planning Commission.
- F. (line 1) Change "building permit" to Land Use Permit
(line 3) Change "building code" to Zoning Ordinance

With a few minor exceptions, the Subdivision Regulations are sound and properly protective of the public interest, without setting forth overly-restrictive constraints on the development of land in Haines. Two minor amendments recommended are:

- o Sec. 95.20.012 General Requirements and Design Standards
 - I. Improvements:
 - c. (line 2) Change "Health and Welfare" to Environmental Conservation.
- o Sec. 95.20.024 Severability of Provisions

(line 7) [typographical error] Change "The City of Skagway herevy..." to Haines hereby...

One minor recommended correction in the Mobile home Park Ordinance, Chapter 25:

- o Sec. 95.25.040(6) Public Hearings

(lines 4, 5) Change "exceptional use procedures as set out in Section 95.10.050"... to exception procedure as set out in Sec. 95.10.090...

In addition to improvement to the regulatory ordinances discussed above, both the Goals and Objectives and the Community Facilities sections of this comprehensive plan suggest areas in which Haines might take action to improve the overall quality of life in the community. It is intended in this section, to further explore those ideas, and to set forth alternatives that might be considered for their accomplishment.

With respect to communications...both phases of this planning project have identified the pressing need in Haines for better dissemination of local information, issues, opinions and entertainment. Both the goals and objectives and the community facilities section of this report have focused on the potential for a small non-commercial FM public broadcasting facility. Several local persons, already deeply involved in media and communications, have expressed a real interest in spearheading the movement to bring such an objective to fruition. It is recommended that the City of Haines appoint these individuals as the nucleus of a Haines Public Radio Advisory Board, and charge the body with the responsibility of fully researching, assessing and reporting the feasibility and desirability of initiating a 10 watt FM Public Broadcast radio station in Haines.

The following excerpts and abstracts are taken (with permission) from Elaine Mitchell's excellent book, "How to K-2", a "recipe book for alternative radio in Alaska, based on the experiences of the pioneers at KT00, Juneau".

Things to get right at the start (and where to get them):

Bulletin No. 1-B (11/70 or revised edition)
Bulletin No. 21-B (1/77 " " "
Form No. 340 - application for construction permit

from

Federal Communications Commission
1919 M Street, N.W.
Washington, D. C. 20554

How to K-2; Elaine Mitchell,

from

Capital Community Broadcasting, Inc.
P. O. Box 1487
Juneau, Alaska 99802

Handbook on Starting Community Radio Stations

from

L. Milam
5 University Ave.
Los Gatos, California 95030

Things to do to organize (assuming that the Board finds the project to be feasible)

- Find a friendly volunteer with a 1st class FCC license
- Form a non-profit corporation to "own and operate" the station
- File application with IRS for tax-exempt status
- Seek funding for equipment, initial operation, etc. (pledges, local fund-raising efforts, memberships, grant assistance from Alaska Public Broadcasting Commission, etc.).
- Contact the Alaska Public Broadcasting Commission for technical and financial assistance:
308 G. Street
Anchorage, Alaska 99501
- Determine antenna and transmitter location for maximum practical coverage.

It can be done, and it has been done by volunteers and enthusiastic community organizations in Southeast Alaska. What is first needed is a high degree of community support, desire for the benefits of community radio, and determination that it will be done in Haines!!

The new Skagway-Carcross Road, and the paving of the Haines Cutoff will produce a considerable increase in Yukon-Alaska highway travel; and Haines, with its excellent salt-water sport fishery should reap some eco-

conomic benefit from this fact. The establishment of the Klondike Gold Rush National Historical Park, the Chilkat State Park and the Kluane National Park in Canada, will heighten visitor interest in the entire region. The City Administration, with the backing of the Chamber of Commerce and other local civic organizations should confer with the new State Department of Transportation with regard to the need for additional Haines-Skagway ferry service, so that both communities may more actively participate in the tourist traffic. A more convenient schedule between the two cities during the summer season would greatly facilitate planning and promotion of surface travel routes visiting all three park facilities.

Continuing on the subject of transportation planning (on an even more local scale), it is recommended that the City Administration, following adoption of the Land Use and Transportation Plan, confer with Southeastern District Highway Division (DOT) personnel, to:

- (1) inform them of the Arterial and Collector Street designations,
- (2) discuss further consideration of signalization of the intersection of Main Street and Third Avenue.
- (3) discuss future State participation in construction of the 1.7 mile waterfront road that could connect Mud Bay Road (from a point about 750 feet south of the south city limit) to the Sawmill Road at a point near the Cemetery at the western city limit.

The liklihood of a new barite mining operation near Porcupine appears excellent at this time, and the employment of 25 full-time people, along with the attendant local purchasing and transportation activity anticipated will provide a welcome boost to Haines' economic base. Assuming a stabilization of Schnabel Lumber Company's operations, a timely start of construction on the Chilkat State Park and Haines Cutoff projects, and continued success in the upper Lynn Canal commercial fishery, the Haines economy, which has been at a low ebb for some time, should gradually begin to show a healthy improvement, particularly if the planned barite mining road opens up new timber harvesting possibilities. The work of

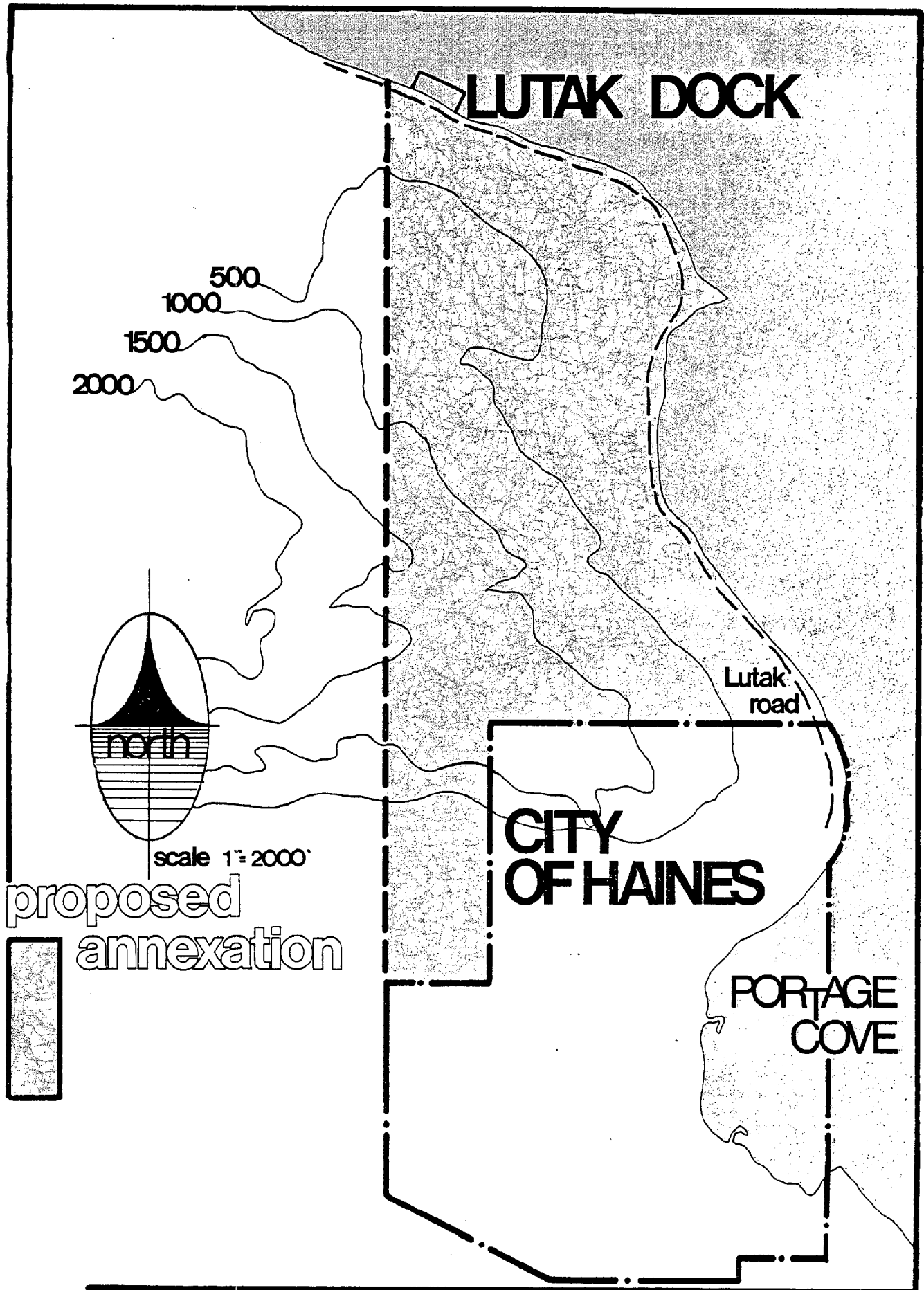
the excellent City of Haines OEDP Committee should be continued, and efforts concentrated on economic diversification so that a temporary lull in one sector of the economy will not have so devastating an effect on the community as has been the case in the recent past. Fish processing; tourist and visitor attractions, accommodations and promotion; and encouragement of arts and crafts, are some of the potentials seen for economic diversification; in addition to maintaining a continuing liaison with the major (mining, petroleum processing) industrial possibilities that have been considered by the Committee.

The OEDP Committee, for several years, has been one of the most knowledgeable, enthusiastic and aggressive groups working for the betterment of Haines. In their impressive Overall Economic Development Program (OEDP) Report of March, 1975, the Committee included a responsive and well-researched capital improvement program. Of the 17 items in that program commended to the attention of Haines City Officials, six have been completed, seven are either in progress or scheduled for 1977 work, and two are in the planning stage...an outstanding record which speaks well not only for the local knowledge and experience of the OEDP Committee, but also the excellent cooperation between the Committee and the City Council and administration. It is recommended that the OEDP Committee be requested to prepare an updated capital improvement program based on the goals and objectives of this comprehensive plan.

Were a major industrial opportunity to confront the community, the local governmental structure would, at this time, be ill-equipped to deal effectively with it, as the 3rd class status of the Haines Borough simply does not allow that body the authority to regulate such development in a manner beneficial to the local citizens. By the simple expedient of locating outside of the corporate limits of the City of Haines, a developer would be free of virtually all regulatory authority, and could engage in land use activities that might prove damaging to local residents lacking the protection of planning and zoning laws.

As set out in Chapter III of this report, it is recommended that the community take a long hard look at the governmental options available to it, and to the benefits that could be gained by upgrading the borough to 2nd class status. It is further recommended that the City of Haines investigate seriously the benefits of an annexation program concentrating on the residential subdivision east of Piedad Road near the city limits, and the northern area to and including the Lutak Dock facility (see map on page 52). Later, consideration for annexation might include the steadily developing Small Tracts and other lands immediately south of the present southern city limits. The Municipal Code (Title 29, Alaska Statutes) provides for "differential tax zones" which are somewhat similar to service areas in a borough. Using this provision, (AS 29.53.405), residents of areas proposed for annexation might be encouraged to favor such annexation knowing that they would be paying only for those city services that they would be receiving. It might be well for the City Council to schedule a work session with personnel of the Local Government Assistance Division of the State Department of Community and Regional Affairs to further research the potential of such an annexation program. Other topics for such a work session might include Home Rule status for the City of Haines (which would permit increased flexibility of sales tax assessment and collection); and the subject of City/Borough consolidation into a single home rule municipality (which would also have the "differential tax zone" feature).

The City is presently engaged in negotiations concerning a land swap that will, if successful, result in City acquisition of additional land for Tlingit Park and six waterfront lots south of the small boat harbor. Plans are underway for construction (Summer, 1977) of parking and restroom facilities for the park area; and it is recommended that a continuing annual program of recreation facility improvements be instituted. Needs indicated by citizens of Haines include a skate-board area, tennis courts (which could, if properly designed, double as ice-skating rinks), neighborhood basketball courts, swimming pool (discussed on page 32), and



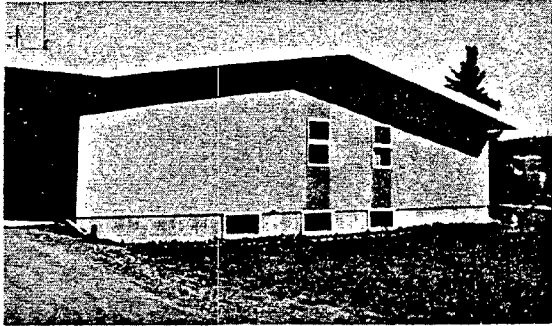
winter sports facilities such as a rope-tow for alpine skiing, further development of trails for cross-country skiing, and a sledding area.

Enrollment in the Haines School System has dropped by 55 students (11%) from its high of 499 students at the beginning of the 1973-74 school year. Although a declining birth rate, which has been dropping since the late 60's, has contributed to the loss of school-age population, there is little doubt that the general economic slump that has afflicted Haines since 1975, and which has forced many families to move from that area, is the principal cause of the decline in school enrollment.

While efficient and economical operation of the educational system (and indeed, of all community services) is an objective to be strived for, the people must demand that the excellent quality of education that has been achieved in Haines not be diminished in a manner that would be harmful to the best interests of the young people, and consequently to the whole community.

Cooperative planning for the most productive use of the proposed Vocational Education facility should be community-wide, and the teaching of skills relevant to Haines' anticipated growth and development urged. Logging and timber processing, mining, fishing and transportation skills might be particularly appropriate in preparing young people to take advantage of likely employment opportunities close to home.

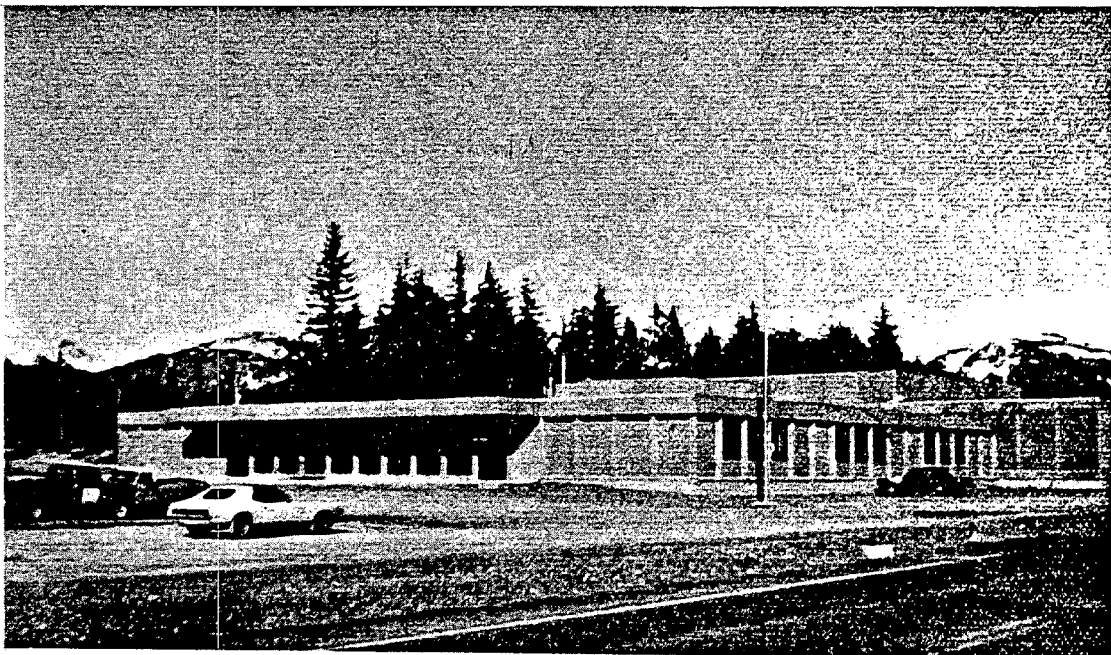
The Community Education program, completing its first full year in Haines, has proven to be an unqualified success socially, as well as educationally, and has offered cultural and recreational activities which have been popular and well attended by Hainesites of all ages. The continuation and expansion of the Community Education program should be urged by the City; as well as the concept of the broadest possible community use of public school facilities.



The Chilkat Valley Medical Center



Shelter at Tlingit Park in downtown Haines



Haines High School

Although the facilities provided by the Chilkat Valley Medical Center are presently adequate to serve the health needs of Haines, Dr. Stanley Jones, physician and owner of the center, opines that a small hospital, offering 24 hour service, will be needed as the population of the area nears 3,000 persons. Assuming a stabilization of Haines' economic base and a moderate, but steady growth rate, a population of 3,000 can reasonably be anticipated in about ten years. If the 1980 Census count indicates a population in the 2,000 to 2,300 range, preliminary planning for a hospital facility should be commenced, and coordinated with the Alaska Department of Health and Social Services.

The land tenure situation in the Haines area is complicated by the fact that much of the State land in the region is "trust land" (University, Mental Health, School lands, etc.). These trust lands are not normally available for local selection as community expansion lands, as they are held in trust by the State, and their disposal must benefit the particular fund to which they are dedicated. It is possible, however, for the State to trade trust lands for other unrestricted State lands of equal value, and to thus make well-located parcels available to the community.

The State Division of Land and Water Management (formerly the Division of Lands), has been studying the need for expansion land in a number of Southeastern communities. Haines has not been included in these investigations, as the area falls within the study area of the Division's Haines-Skagway Area Land Use Planning Study; an agency effort that is designed to recommend specific management policies for state lands in the named sub-region. The problems that Haines faces in relying on this approach are:

- (1) although the State's land use planning study has been underway for four years, no serious work has been done on it for nearly two years, and its completion date is indefinite.
- (2) the work that has been accomplished on the study to date is primarily an inventory of resources, and does not take Haines or Skagway socio-economic conditions or land needs into account.

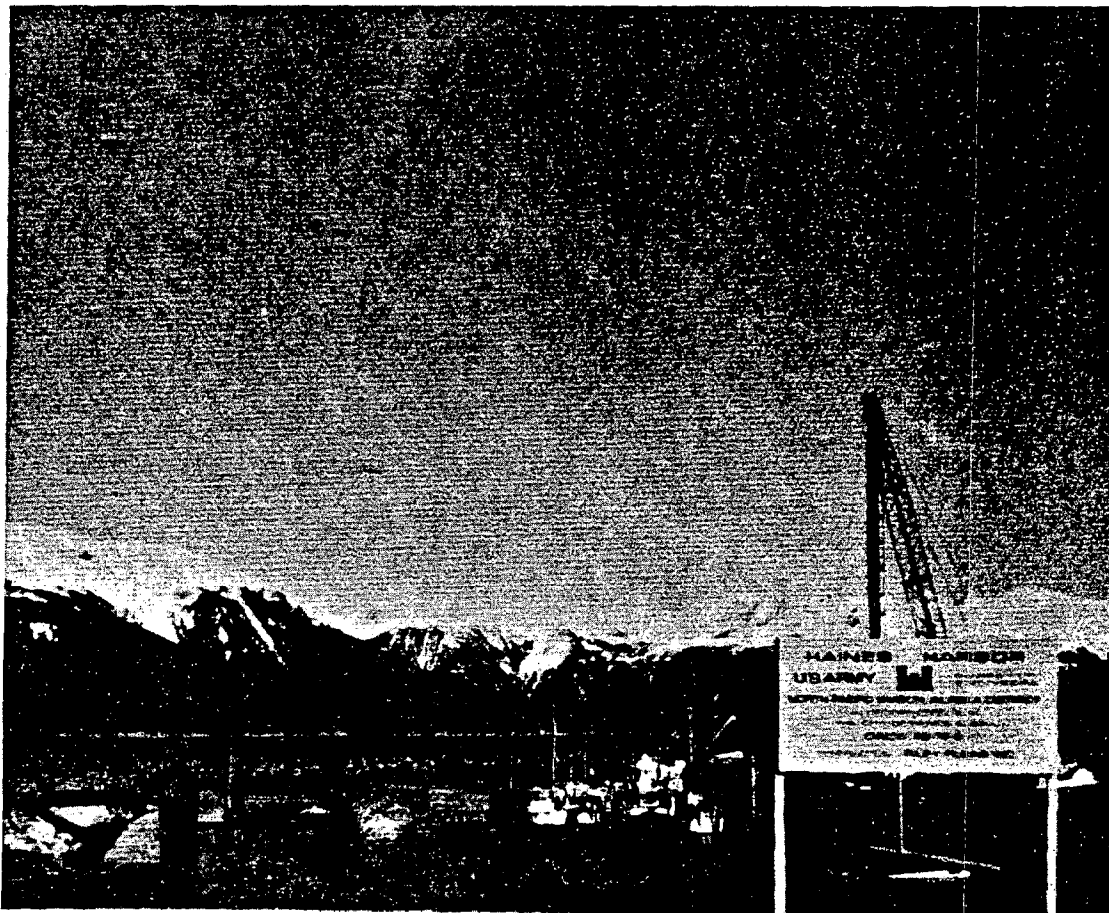
It is recommended that Haines enter into a dialogue with the Department of Natural Resources planners, and aggressively advocate expeditious completion of the land use planning study in close coordination with the municipal planning body, so as to achieve a set of management policies that will be responsive to community needs and desires as well as State and trust fund concerns.

It is very difficult in Haines to get serious citizen participation in abstract community matters; and yet, well over 100 residents will show up and make their thoughts known on specific issues that they perceive as affecting them personally. The boat harbor, school administration, fire protection, Chilkat State Park, and Borough designation are a few examples of issues that have generated substantial public participation in the past. Much expertise on a variety of subjects exists in Haines, but unless people are encouraged to use their talents in a constructive and meaningful way to assist their fellow citizens, most of the knowledge and experience available is never utilized in behalf of the community.

If, for example, the City decides against the establishment of a formal and independent Port Authority, such issues as Lutak Dock use, maintenance and improvement; development of cruise ship facilities in Portage Cove; Small Boat Harbor improvement, use and development in Portage and Letnikof Coves, and other matters of importance regarding the beneficial use and development of Haines' water-related resources can best be addressed by a Marine Advisory Board composed of enthusiastic and knowledgeable local citizens working closely with the City Council and Administration.

Another example might be the airport. An Airport Advisory Board, composed of aviation interests in the community, could first focus its attention on assessing, evaluating and reporting the needs for airport improvement and development; and continue to assist the City in bringing influence to bear on the Division of Aviation to accomplish the needed improvements.

Basically, what is being advocated here, is the advantage of enthusiastic, continuing and broad-based community action to achieve objectives. It is not enough to elect a City Council and expect them to "do their thing", because it is "our thing" that we are expecting them to do!! A small community like Haines has a distinct advantage over larger cities in that people know each other, respect one another's capabilities and desires, and can, if properly motivated and organized, accomplish almost anything that they collectively set out to do.



Vitally needed for resident and visiting pleasure craft as well as the fishing fleet so critical to Haines' economy, funding for construction of the expanded Small Boat Harbor is currently awaiting the Governor's approval of the appropriation bill adopted by the State Legislature.

HAINES CITY COUNCIL

Hon. Gail J. Wallace, Mayor

Ken Freeman
John Halliwill
Nikki Hopper
Debra Schnabel
John Tompkins

Dan Bockhorst, City Administrator
Wendy Hyde, City Clerk

HAINES PLANNING COMMISSION

Thomas E. Haisler, Chairman

Frank Haas
Harold Horton
Richard Jackson
Ramona Martin
Charles Paddock

Bob Pavitt, Planning Consultant
Kayte Boesser, Recording Secretary

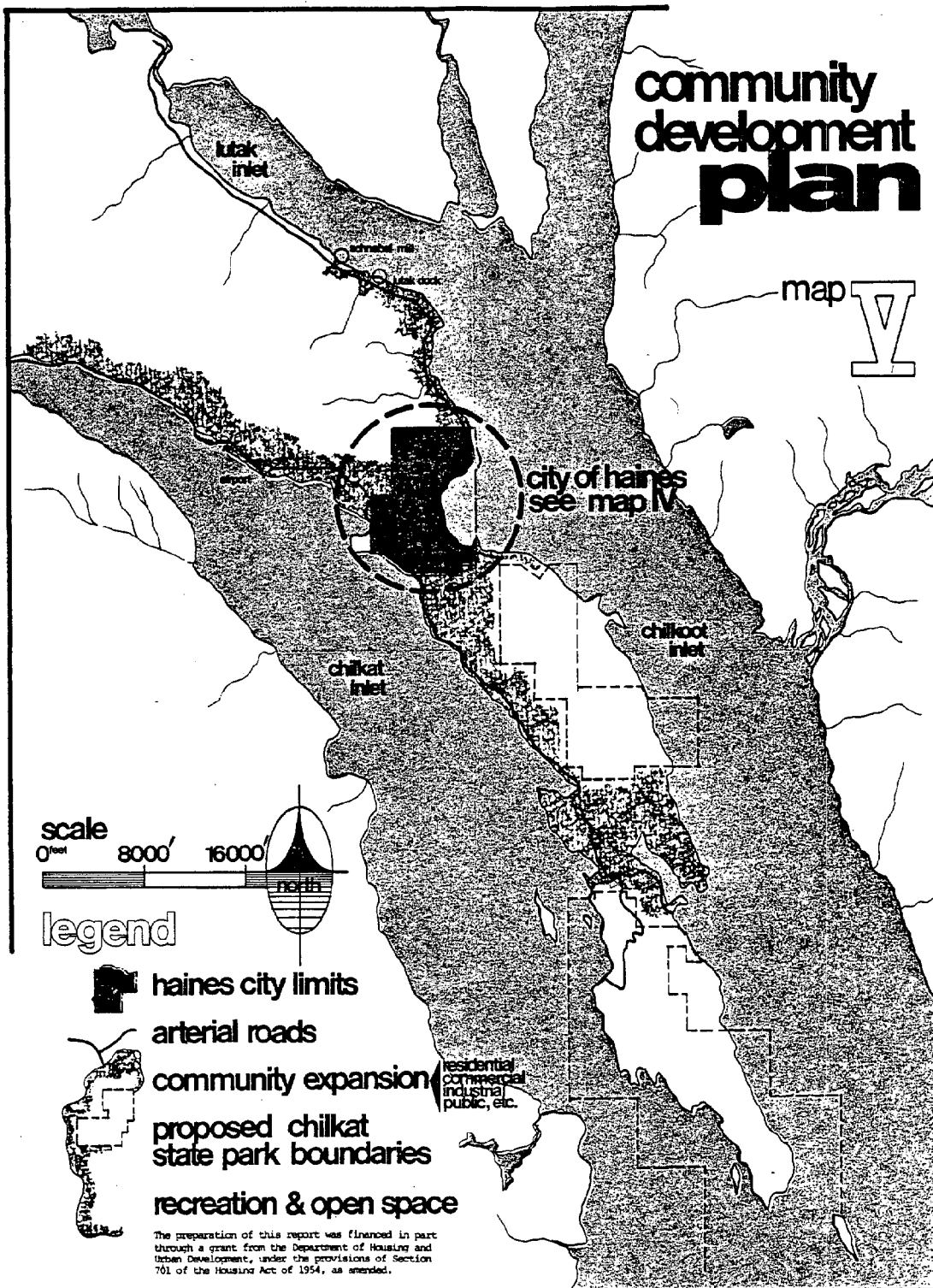
ACKNOWLEDGEMENTS

The cover photo and the historical pictures on pages -2-, -10-, and -18- are used with the kind permission of the Sheldon Museum, and are gratefully acknowledged. Thanks also to Peter Goll for his photography.

The planning program that has produced the Haines Community Development Plan started in January, 1976. The Phase I document was published in June, 1976. Phase II of the program began in October, 1976 and was completed, with the publication of this plan report, in June, 1977. Over the 17 months of the total planning effort, the dedication and cooperation of many Hainesites through participation in the formal study groups, OEDP Committee meetings, ad hoc groups, attendance at public meetings, and just plain "rap sessions", has substantively contributed to the value of this Comprehensive Plan, and has assisted in making it reflective of the needs and desires of the people of Haines. To all who supported the plan,
OUR SINCERE THANKS.

community development plan

map **V**



A vertical scale bar with markings at 0, 600, and 1200 feet. The bar is divided into two equal segments by the 600-foot mark.



LEGEND

[illegible]

100

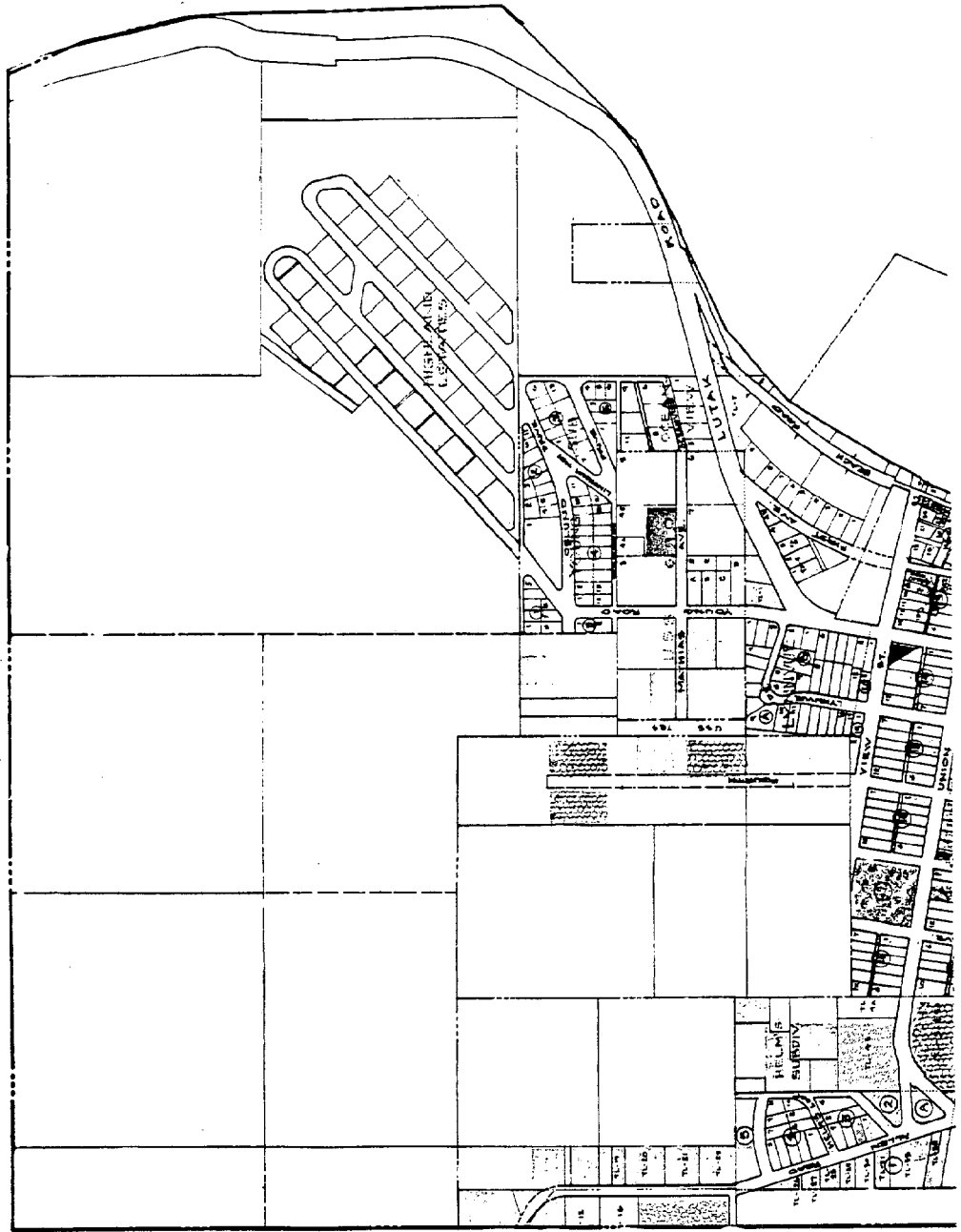
10

10



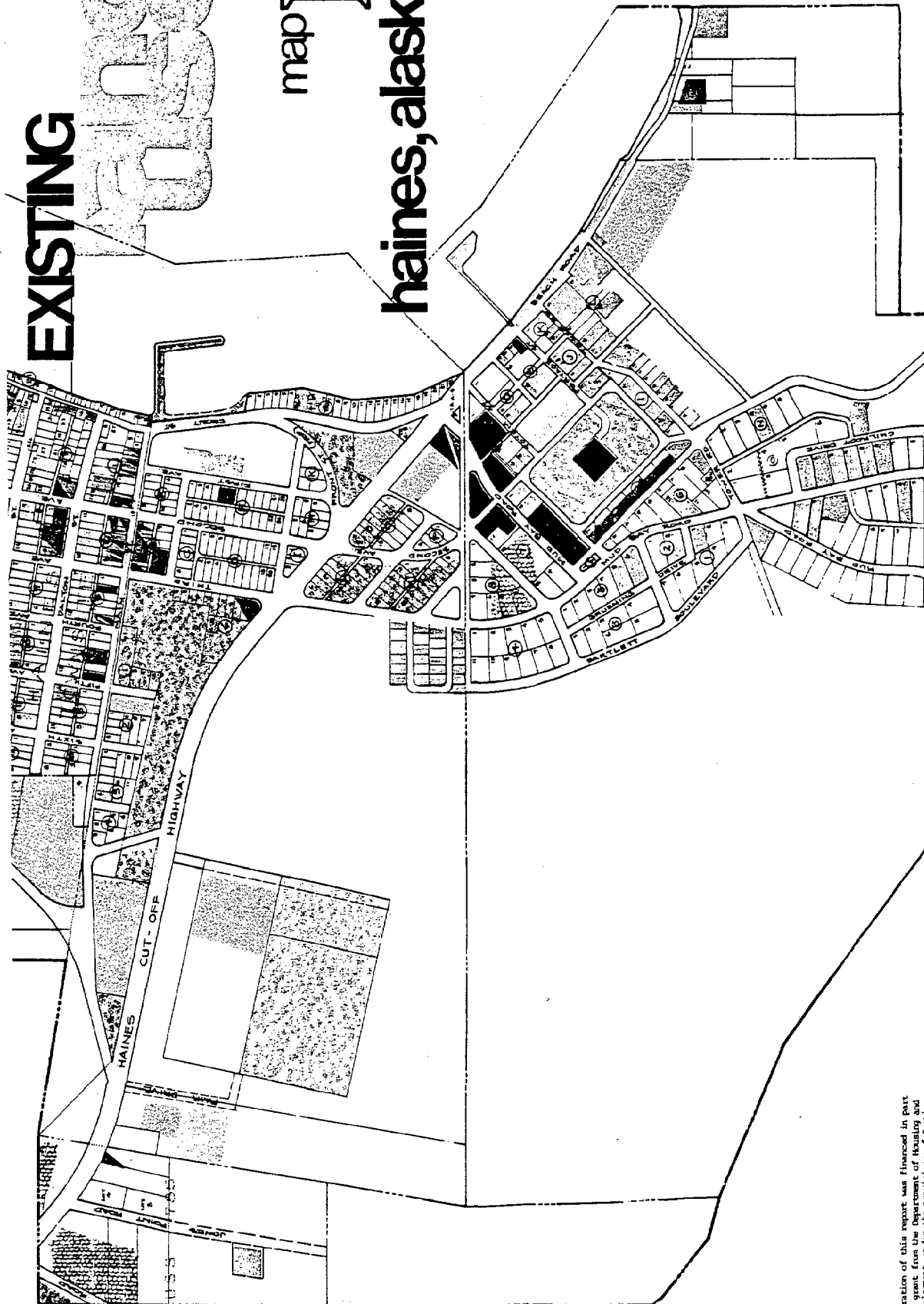
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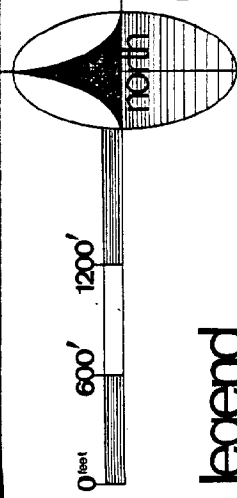


EXISTING

map I haines, alaska



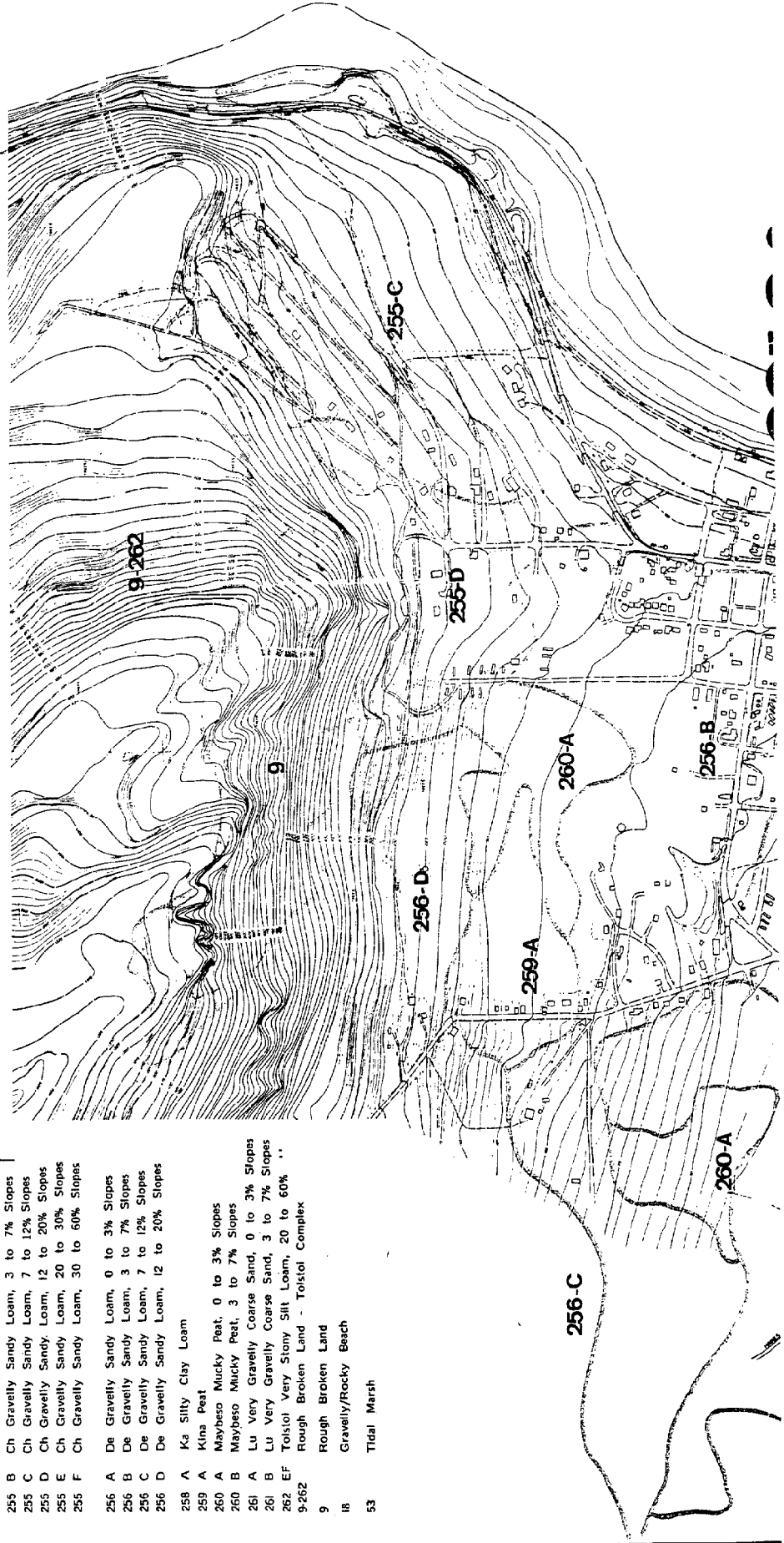
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community development plan

legend

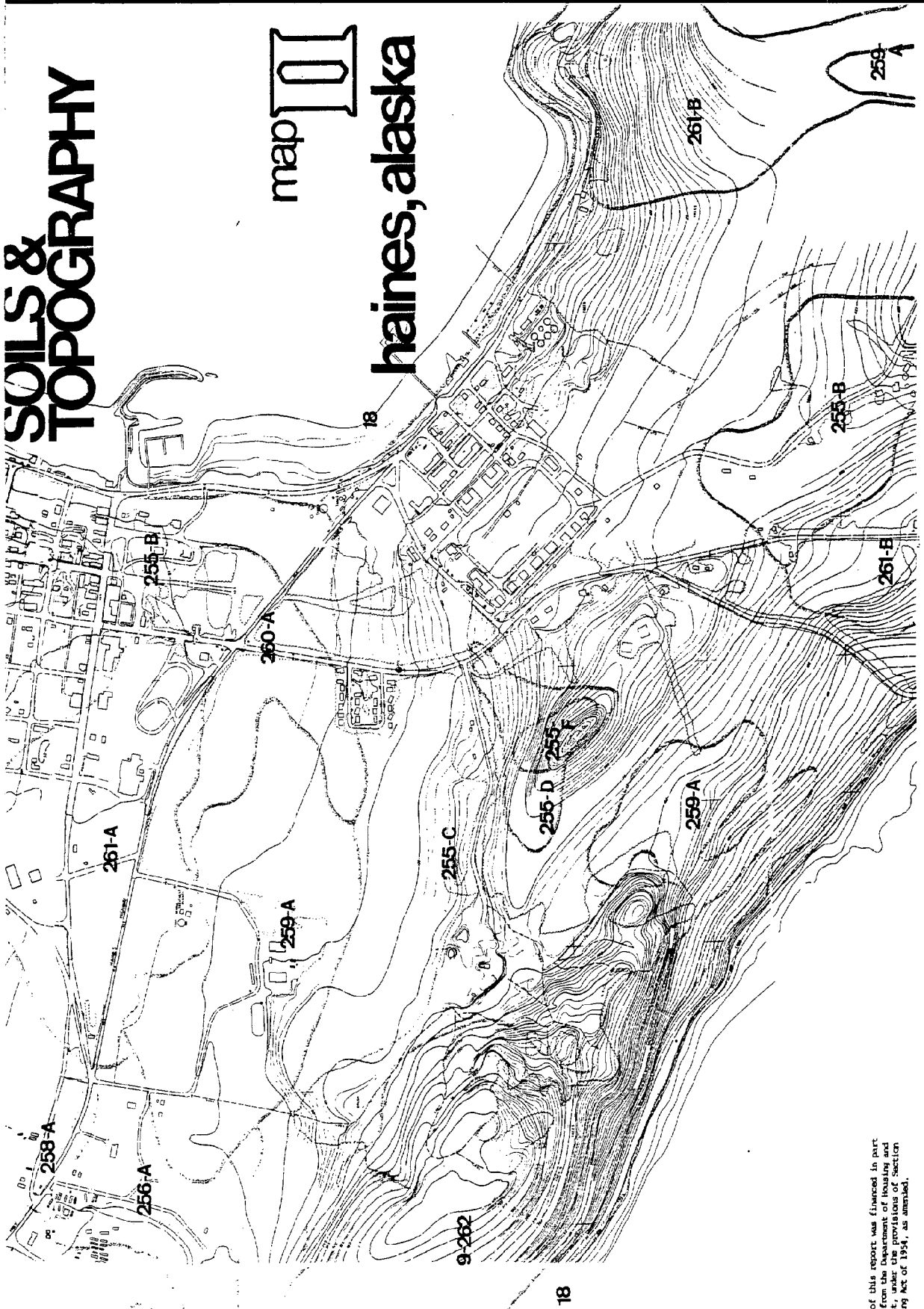
- 255 B Ch Gravelly Sandy Loam, 3 to 7% Slopes
- 255 C Ch Gravelly Sandy Loam, 7 to 12% Slopes
- 255 D Ch Gravelly Sandy Loam, 12 to 20% Slopes
- 255 E Ch Gravelly Sandy Loam, 20 to 30% Slopes
- 255 F Ch Gravelly Sandy Loam, 30 to 60% Slopes
- 256 A De Gravelly Sandy Loam, 0 to 3% Slopes
- 256 B De Gravelly Sandy Loam, 3 to 7% Slopes
- 256 C De Gravelly Sandy Loam, 7 to 12% Slopes
- 256 D De Gravelly Sandy Loam, 12 to 20% Slopes
- 258 A Ka Silty Clay Loam
- 259 A Klna Peat
- 260 A Maybeso Mucky Peat, 0 to 3% Slopes
- 260 B Maybeso Mucky Peat, 3 to 7% Slopes
- 261 A Lu Very Gravelly Coarse Sand, 0 to 3% Slopes
- 261 B Lu Very Gravelly Coarse Sand, 3 to 7% Slopes
- 262 EF Tolstoi Very Stony Silt Loam, 20 to 60% Slopes
- 9-262 Rough Broken Land - Tolstoi Complex
- 9 Rough Broken Land
- 18 Gravelly/Rocky Beach
- 53 Tidal Marsh



SOILS & TOPOGRAPHY

map 

haines, alaska



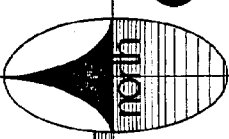
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scale

0 feet

600'

1200'



community development plan

LEGEND

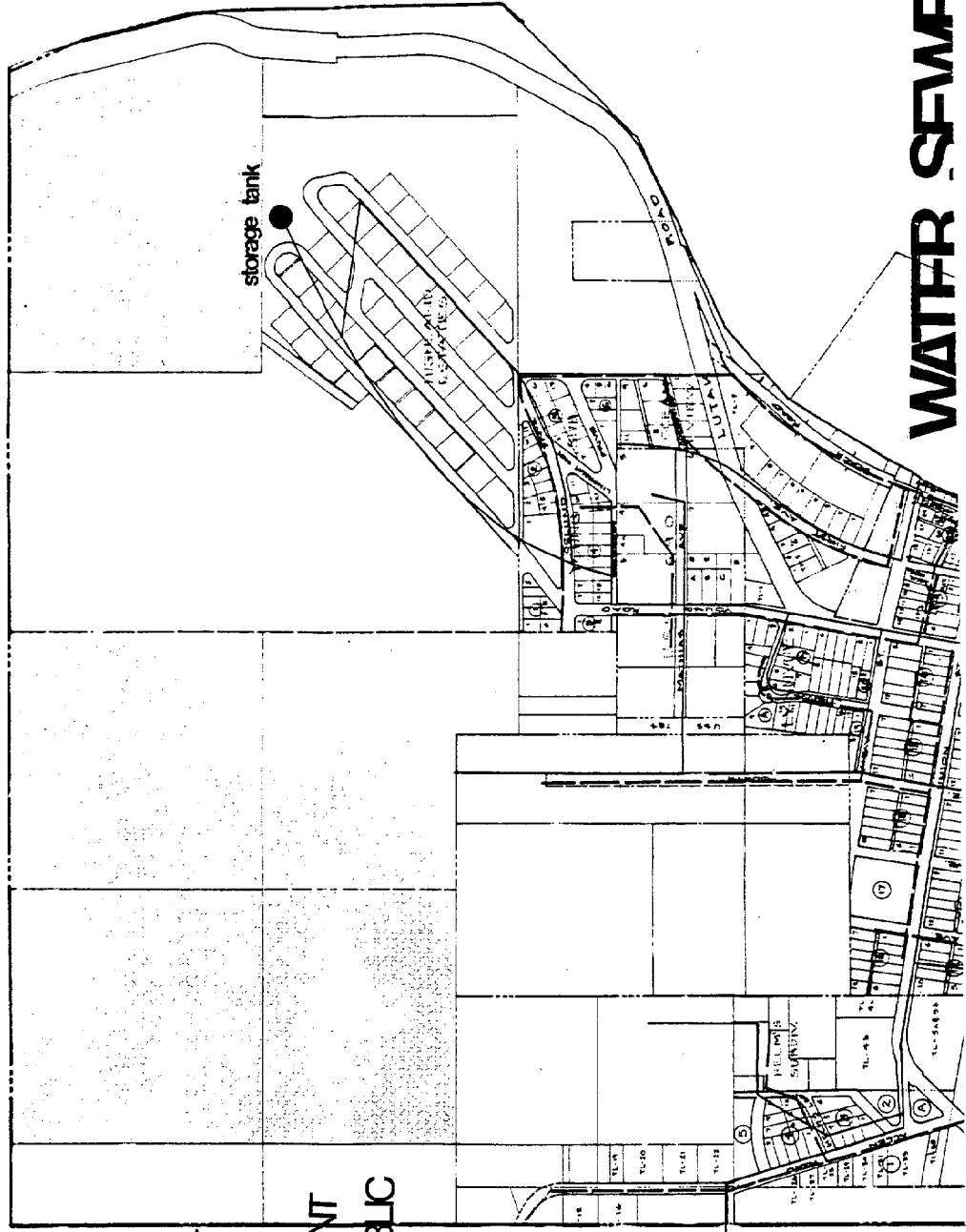
LAND TENURE

	PRIVATE
	LOCAL GOVERNMENT
	STATE GOVERNMENT
	FEDERAL GOVERNMENT
	CHURCH & QUASI-PUBLIC
	NATIVE

UTILITIES

	WATER LINE
	SEWER LINE
	SEWER OUTFALL

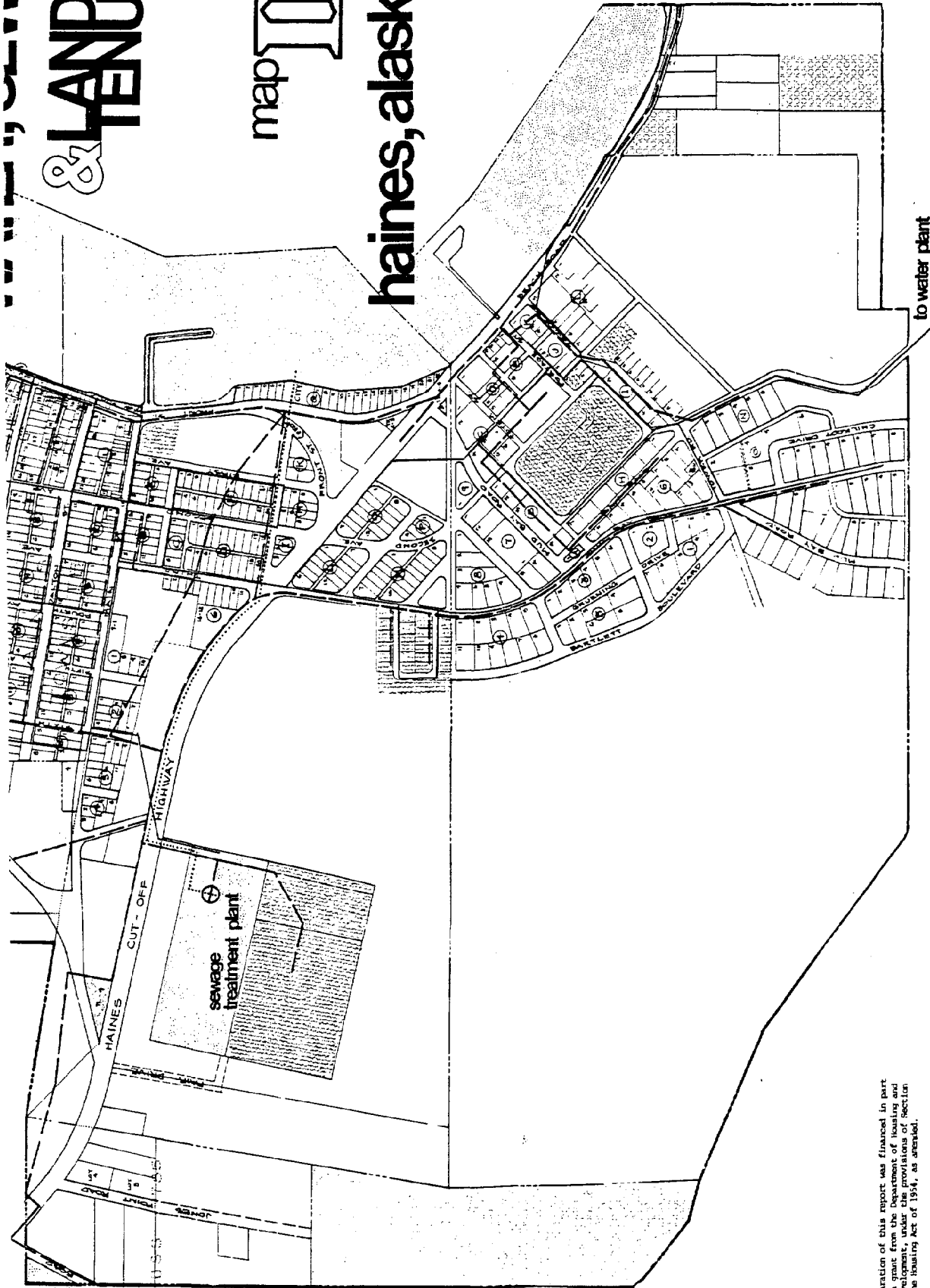
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LAND & TENURE

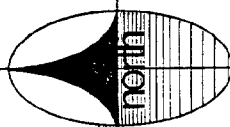
map 

haines, alaska



The preparation of this report was financed in part through a grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

scale



LEGEND

— ARTERIAL STREET

..... COLLECTOR STREET

LOW DENSITY
RESIDENTIAL

MEDIUM DENSITY
RESIDENTIAL

COMMERCIAL

PUBLIC OR QUASH-PUBLIC
USE OR FACILITY

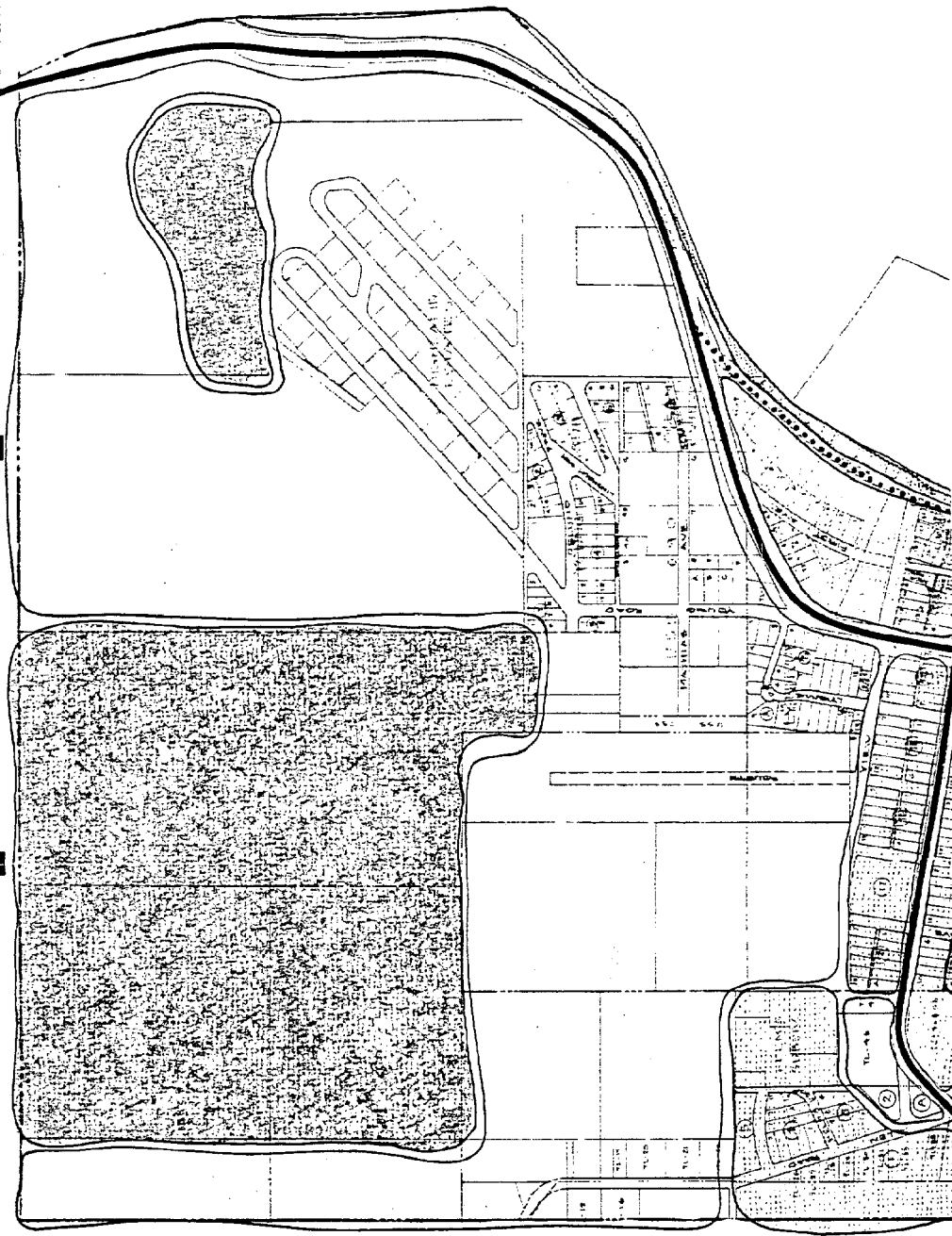
MARINE-RELATED USE
(COMMERCIAL/INDUSTRY)

INDUSTRIAL, STORAGE,
& TRANSPORTATION
RELATED USES

APPROPRIATE MIX OF
RESIDENTIAL,
COMMERCIAL, & PUBLIC
USES (PUD)

community development plan

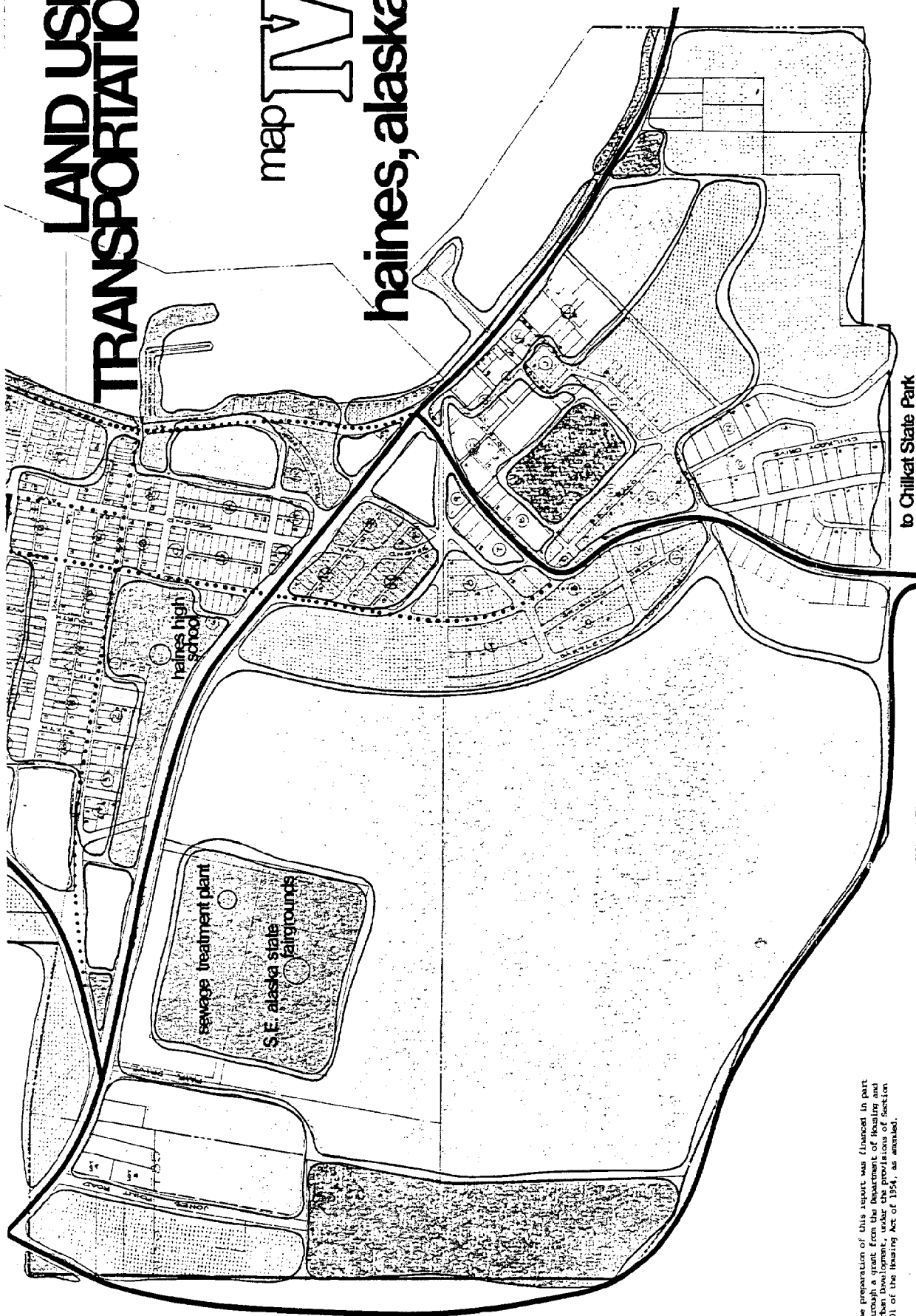
to Lutak Dock



LAND USE- TRANSPORTATION

map **IV**

haines, alaska



The preparation of this report was financed in part by the U.S. Department of the Interior, Bureau of Land Management, under the provisions of Section 701 of the Housing Act of 1954, as amended.

